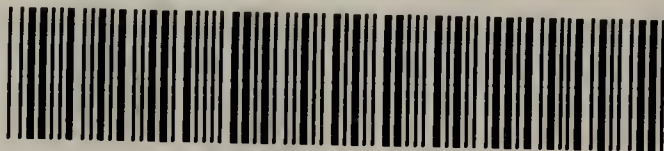
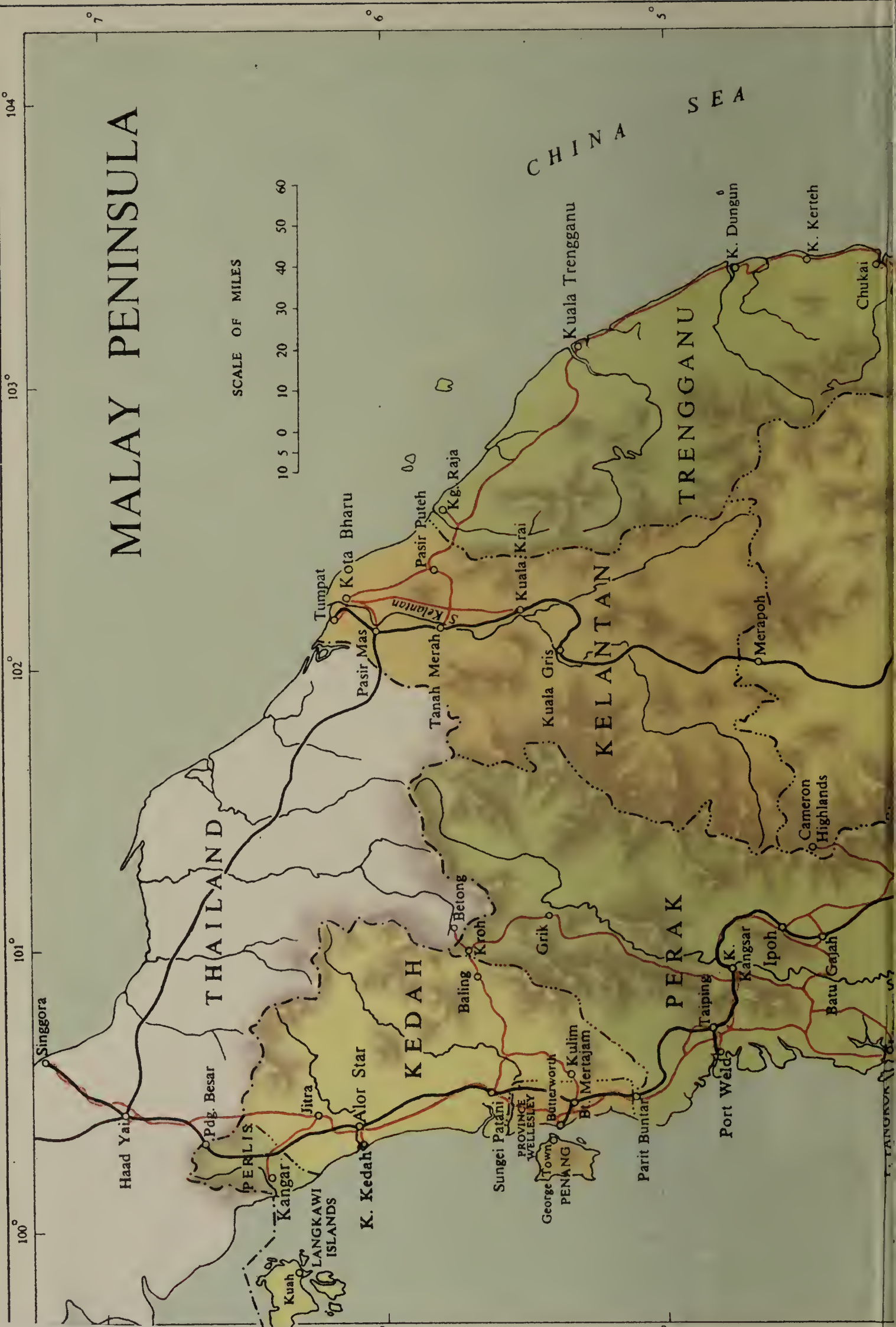
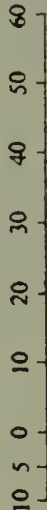




FEDERATION OF MALAYA  
ANNUAL REPORT  
1954

# MALAY PENINSULA

SCALE OF MILES



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ANNUAL REPORT, 1954

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Federal House. The new block of Federal Government offices in Kuala Lumpur





# Federation of Malaya

## Annual Report

### 1954

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1955

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ALSO OBTAINABLE FROM HER MAJESTY'S  
STATIONERY OFFICE, LONDON

THE HIGH COMMISSIONER  
FOR THE FEDERATION OF MALAYA

His Excellency Sir Donald Charles MacGillivray, K.C.M.G., M.B.E.

WELCOME	DATE
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# THE RULERS OF THE MALAY STATES

## *THE SULTAN OF JOHORE*

Major-General His Highness Sultan Sir Ibrahim ibni Al-marhum Sultan Abu Bakar, D.K., S.P.M.J., G.C.M.G., K.B.E. (Mil.), G.B.E., G.C.O.C. (I).

## *THE SULTAN OF PAHANG*

His Highness Sultan Sir Abu Bakar Ri'ayatu'd-din Al-muadzam Shah ibni Al-marhum Al-mu'tasim Bi'llah Sultan Abdullah, G.C.M.G.

## *THE YANG DI-PERTUAN BESAR OF NEGRI SEMBILAN*

His Highness Tuanku Sir Abdul Rahman ibni Al-marhum Tuanku Muhammad, K.C.M.G.

## *THE SULTAN OF SELANGOR*

His Highness Sultan Sir Hisamuddin Alam Shah ibni Al-marhum Sultan Alaidin Sulaiman Shah, K.C.M.G.

## *THE SULTAN OF KEDAH*

His Highness Tunku Sir Badlishah ibni Al-marhum Sultan Abdul Hamid Halim Shah, K.C.M.G., K.B.E.

## *THE RAJA OF PERLIS*

His Highness Syed Putra ibni Al-marhum Syed Hassan Jamalullail, C.M.G.

## *THE SULTAN OF KELANTAN*

His Highness Tengku Sir Ibrahim ibni Al-marhum Sultan Mohamed IV, D.K., S.P.M.K., S.J.M.K., K.C.M.G., D.K. (Johore).

## *THE SULTAN OF TRENGGANU*

His Highness Sultan Sir Ismail Nasiruddin Shah ibni Al-marhum Sultan Zainal Abidin, K.C.M.G.

## *THE SULTAN OF PERAK*

His Highness Paduka Sri Sultan Sir Yussuf 'Izzuddin Shah ibni Al-marhum Sultan Abdul Jalil Radziallah Hu-'an-hu, K.C.M.G., O.B.E.



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Central Office of Information, London

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# PART ONE

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# Chapter I

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## GENERAL REVIEW

In spite of the heavy commitments placed on the administration in combating Communist terrorism and subversion in the country, steady progress was made during the year with the development of the social services. Financial stringency, arising out of the cost of the Emergency and the decline in 1953 and early 1954 in the world prices of the Federation's two main products, rubber and tin, necessarily prevented expansion of such services as education and health from proceeding at the rate which is demanded by the rapidly expanding population. But the deficiency of the Federation's own finances was supplemented to a most valuable degree from outside sources. Grants were received from Her Majesty's Government for various purposes and an interest-free loan was received from the Government of Singapore. Moreover, the assistance received in the form of technical staff, materials and finance under the Colombo Plan, from the Colonial Development Corporation, and under the auspices of United Nations' agencies assumed such proportions as to make significant contributions to the country's development. This aid has been particularly welcome during the stage through which the country is now passing in the progress towards self-government since it is helping to create the favourable conditions which will promote the successful attainment of that objective.

The year 1954 saw continued progress in the campaign against militant Communism, a slight improvement in the financial position of the country coupled with a favourable balance of trade, and the formulation of plans for further constitutional development in the direction of self-government by the introduction of legislative and administrative measures for the holding of elections to the various legislatures.

### *The campaign against militant Communism*

The operational plan of the Security Forces against the Communist terrorists which had been developed in the previous year was followed during the early part of the year, but, in the closing months, with the arrival of more helicopters and other types of aircraft, it became possible to concentrate on a new tactical plan which laid more emphasis on the offensive character of jungle operations. By the beginning of 1954, the armed forces of the Malayan Communist Party had already effected a



partial withdrawal into deep jungle where they hoped to be able to recuperate from the growing pressure of the Security Forces and to solve their food supply difficulties by cultivating crops in the jungle. In spite of difficulties in making contact with the terrorists, the Security Forces were still able to maintain their pressure and the number of casualties sustained by the terrorists remained at a high level. Terrorist morale was low and this was reflected in a high surrender rate. From the month of April it became apparent that the terrorist leaders had taken measures to meet this situation. They prescribed stricter disciplinary and security measures for the rank and file, making it more difficult for them to surrender, and they undertook more aggressive action against selected Security Force targets. These measures led, for a time, to an apparent improvement in the morale of the terrorists and to a decline in the rate of surrenders. It also gradually became more difficult for the Security Forces to track down and eliminate the terrorists and this, in turn, led to a decline in the number of terrorist casualties. However, the unremitting efforts of the Security Forces in carrying out deep jungle operations, in destroying crops cultivated in the deep jungle and in obstructing supplies of food from the rural areas which were finding their way to the terrorists, continued to take their toll and, by the end of the year, this steady pressure had led to a new increase in the surrender rate and in casualties sustained by the terrorists who, by this time, were being forced into the open to collect food.

Food supplies remained the greatest problem facing the terrorists. In order to obtain supplies at all, they were constrained to maintain pressure on the general public which they did by committing atrocities and ruthless acts of murder on those who resisted their demands. Nevertheless, the general improvement in the situation was maintained during the year. For this, the country continues to be indebted to the armed forces comprising Malay, British, Gurkha, East African, Fijian and Rhodesian units as well as those of the Federation Regiment and the Police who, with steadfast determination and relentless vigour, have pursued the common objective of defeating militant Communism and restoring law and order; moreover, the country recognises the fortitude of all those who continue to work in hazardous areas and who help sustain the morale of the public and maintain the country's economy.

During the year a major step was taken in the direction of bringing the public into closer consultation with the administration on Emergency matters. Five Members of the Federal Executive Council were appointed to the Director of Operations Committee and similar arrangements were made at the State and Settlement and District levels to appoint leading members of the public to the various War Executive Committees. The move was warmly welcomed.



At the end of the year nearly two million people in the Federation were living in "white" areas free from Emergency restrictions. Only one such area had been established in the Federation at the beginning of the year and the progress made in this direction was a major step forward towards the return of normal conditions in the country. The policy whereby irksome restrictions are lifted in areas which are now free, or nearly free, of Communist terrorists and the people themselves given the responsibility of ensuring that no terrorists return to the areas has proved to be very successful, and there have so far been no areas where it has been necessary to reimpose the restrictions.

#### *Financial and economic aspects*

The financial position of the Federation in 1954 showed some improvement, but the position will continue to give cause for concern so long as it is necessary to super-impose heavy emergency expenditure upon essential expenditure on the expansion of the social services. A reduction of emergency expenditure of \$40 million was, however, achieved in 1954 compared with 1953. The 1954 budget showed an estimated deficit of \$222 million which seemed likely to be aggravated by a shortfall in revenue during the first quarter of the year. The policy of strict economy was maintained and, in September, a number of new items were added to the import tariff. The price of rubber so improved in the latter part of the year, however, that the export duty finally exceeded the original estimate by a small margin; higher production figures than anticipated led to the export duty on tin also exceeding the original estimate. The deficit for the year was ultimately reduced to approximately \$85 million. This substantial reduction was due to a number of factors; there was an excess of \$43.3 million over estimated Federal revenue, there was under-expenditure of which approximately \$30 million was in respect of Public Works Non-Recurrent and there was a reduction of approximately \$25 million in the Federal allocations actually required by the State and Settlement Governments to balance their accounts. The under-expenditure on Public Works Non-Recurrent items and on other items of special expenditure will have to be met in subsequent years and are thus not really a saving; a sum of approximately \$48 million was accordingly carried forward into the 1955 budget.

During the year, Her Majesty's Government in the United Kingdom made available \$52.4 million as part of an interest-free loan to the War Damage Fund, a grant-in-aid of \$2.4 million towards the cost of expansion of the Federation Military Forces, \$5.6 million for Colonial Development and Welfare schemes and a contribution of \$51.4 million towards the cost of the Emergency. A sum of \$30 million was received from the Government of the Colony of Singapore in the form of a loan

which is interest-free for 10 years. Also during the year the general funds of the Federation were credited with a sum of \$26.2 million being the Federation's share of the surplus funds of the former Straits Settlements, in respect of the Settlements of Penang and Malacca. At the end of 1954, the general revenue balance of the Federation of Malaya stood at \$380.6 million. The budget for 1955 shows an estimated deficit of \$148.6 million which it is planned to meet from this general revenue balance. An assurance has, however, been given by Her Majesty's Government in the United Kingdom that it will consider granting financial assistance to the Federation in 1955 should its financial position deteriorate to an appreciable extent.

In the economic field, the Federation had a favourable trade balance of \$308 million in 1954 compared with \$149 million in 1953; the major factor in this increase was the reduction in the value of imports of rice. As has already been mentioned, the export duty from both rubber and tin exceeded the figures estimated in the 1954 budget. The need for improving the competitive position of natural rubber remains, however, vital if the country's economy is not to be seriously impaired. In recognition of this need, a Rubber Fact Finding Mission headed by Sir Francis Mudie was appointed; the Mission's report, which was published on 1st October, 1954, drew attention in the strongest terms to the necessity for a massive and rapid replanting programme. The solutions proposed were subject to discussion between the Government and the industry at the end of the year. In order to stabilise the price of tin, the Federation Government supported the proposed International Tin Agreement, which now awaits formal ratification by a sufficient number of the signatories. With regard to the broader aspects of the economy of the Federation, an important event was the visit for some three months of a mission of thirteen experts sponsored by the International Bank for Reconstruction and Development. The mission undertook a general economic survey of the country during the early part of 1954. It is hoped that the Report of the International Bank, which is awaited, will assist the Government to revise its long term development plans so as to secure the maximum economic and social progress in the Federation.

#### *Constitutional development*

The Committee which was appointed in 1953 by the High Commissioner, with the concurrence of the Rulers of the Malay States, to examine the question of elections to the Federal Legislative Council and the constitutional changes in the Federal Government arising therefrom, completed its task in the early part of the year. Arising out of the report of this Committee, the first national elections to a newly constituted Federal Legislative Council with a majority of elected



members will take place in July, 1955, on the basis of a common electoral roll with adult suffrage for all Federal citizens. The unusual step of proceeding direct from a fully nominated Council to one in which there will be a majority of elected members was felt to be fully justified by the experience which had already been gained up and down the country through elections to Municipal, Town and Local Councils by persons in all walks of life both as voters and as members of those Councils. Moreover, the introduction of an elected majority to the Council will help to stimulate the growth of an effective party system which experience has shown is essential to the success of parliamentary democracy.

During the course of the year, progress was made in the preparatory work for the elections. A Commission was appointed for determining the boundaries of the constituencies, and its recommendations for the fifty-two single member constituencies with an average of 94,000 persons in each were accepted. In addition, the registration of voters was completed and resulted in a little over a quarter of the total population of the Federation being registered.

The constitutional instruments making provision for these important measures in the direction of full democratic government received the assent of Her Majesty the Queen and Their Highnesses the Rulers during the year, and the interest shown by the political parties in formulating their plans to participate in the elections affords good prospects of success and orderly progress towards the attainment of the ultimate objective.

Whilst planning for the holding of Federal elections was proceeding, arrangements were being made in the States and Settlements for the holding of elections to their Councils. During the course of the year elections were held to the Councils of State in Johore and Trengganu and preparations were being made for the elections to take place in the remaining States and the two Settlements during 1955. In all cases, the elected and nominated unofficial members will together make up a majority in the Councils. In Penang the elected members will by themselves be in the majority.

It is appropriate to conclude this introduction to the Annual Report by referring to the departure during the year of the former High Commissioner, General Sir Gerald Templer, on the expiry of his term of office. His departure on the 31st May was a memorable occasion marked by the spontaneous recognition by the public of the outstanding services he rendered to the Federation during a period when the dark clouds of armed Communist oppression hung menacingly over the country at large. His dynamic leadership, sense of purpose, farsightedness and determination, to name but a few of the qualities which he

brought to his high office, earned for him the admiration of the country, and his spectacular achievement, during the short period of a little more than two years, in effecting a complete transformation of the Emergency situation exceeded even the most optimistic expectations. The farewell accorded to him on the day of his departure by people from all walks of life was an occasion which will find its place in the annals of the Federation. His successor, Sir Donald MacGillivray, who was formerly the Deputy High Commissioner, was installed as the new High Commissioner. The closing words of the speech he made at his installation were "I can promise you that, as High Commissioner, I will spare no effort to get this Emergency obstacle out of the way and that I will always be ready to listen and to discuss, in a spirit of goodwill and understanding, the best ways of reaching our common objective—a united self-governing Malaya, happy and prosperous and standing firmly upon its own strong feet."



## Chapter II

### THE PEOPLE

#### Part I

#### POPULATION

The estimated population of the Federation of Malaya at mid-year, 1954, was 5,888,578, of whom 3,057,788 were males and 2,830,790 were females. This represents an increase of 182,626 on the total mid-1953 figure.

The following comparative table (which takes migration into account) shows the estimated population of the Federation as a whole and by race for the mid-years 1948 to 1954 and compares it with the population enumerated at the last two census takings:

Mid-Year		Total Population	Malaysians	Chinese	Indians and Pakistanis	All Others
1931*	...	3,787,758	1,863,872	1,284,888	570,987	68,011
1947*	...	4,908,086	2,427,834	1,884,534	530,638	65,080
1948	...	4,987,427	2,457,014	1,928,965	536,646	64,802
1949	...	5,081,848	2,511,520	1,952,682	550,684	66,962
1950	...	5,226,549	2,579,914	2,011,072	564,454	71,109
1951	...	5,337,222	2,631,154	2,043,971	586,371	75,726
1952	...	5,506,447	2,716,899	2,092,218	617,257	80,073
1953	...	5,705,952	2,803,863	2,152,906	665,503	83,680
1954	...	5,888,578	2,893,650	2,216,105	691,431	87,392

#### RATES OF INCREASE

The annual rates of increase per 1,000 of the population for the years 1948 to 1954, based on the foregoing figures, are shown in the following table. The 1948 rates have been computed on the 1947 Census figures while the rates for the years 1949 to 1954 are computed on the estimated mid-year populations for 1948 to 1953 respectively:

Year		Total Population	Malaysians	Chinese	Indians and Pakistanis	All Others
1948	...	16.2	12.0	23.6	11.3	-4.3†
1949	...	18.9	22.2	12.3	26.2	33.3
1950	...	28.5	27.2	29.9	25.0	61.9
1951	...	21.2	19.9	16.4	38.8	64.9
1952	...	31.7	32.6	23.6	52.7	57.4
1953	...	36.2	32.0	29.0	78.1	45.0
1954	...	32.0	32.0	29.4	39.0	44.4

\* According to the Census.

† Decrease.

## DISTRIBUTION

The estimated population as on the 30th June, 1954, was distributed by race group and territory as follows:

Territory	Malaysians	Chinese	Indians and Pakistanis	All Others	Total
Penang ...	157,873	291,252	70,845	7,800	527,770
Malacca ...	149,518	113,429	26,003	4,365	293,315
Perak ...	436,972	521,549	182,338	11,483	1,152,342
Selangor ...	234,360	430,946	190,649	21,331	877,286
Negri Sembilan	137,899	137,248	52,330	6,398	333,875
Pahang ...	155,118	111,286	19,164	2,985	288,553
Johore ...	409,442	415,159	73,036	7,054	904,691
Kedah ...	447,829	137,335	66,370	13,125	664,659
Kelantan ...	463,136	26,659	6,540	9,782	506,117
Trengganu...	236,694	17,551	2,101	648	256,994
Perlis ...	64,809	13,691	2,055	2,421	82,976
	<u>2,893,650</u>	<u>2,216,105</u>	<u>691,431</u>	<u>87,392</u>	<u>5,888,578</u>

## BIRTH AND DEATH RATES: RATES OF NATURAL INCREASE

The total number of births registered during the year was 257,844 and the number of deaths 71,861, giving an excess of 185,983 births over deaths. The births were 8,479 more than in 1953 and the deaths 1,066 more.

The number of births and deaths registered and the natural increase in each community during each half-year from 1947 to 1952 appear in Tables B, C and D.

The annual crude birth and death rates and the yearly rates of natural increase per thousand of the population for the Federation as a whole and for each of the main race groups separately are shown in the following three tables. These rates are calculated on the mid-year populations for 1947 to 1954 successively.

## BIRTH RATES

(*per thousand of population*)

Year	Total Population	Malaysians	Chinese	Indians and Pakistanis	All Others
1947* ...	43.0 ...	41.4 ...	44.0 ...	49.1 ...	22.0
1948 ...	40.4 ...	37.1 ...	43.9 ...	45.0 ...	25.8
1949 ...	43.8 ...	43.2 ...	43.6 ...	48.9 ...	31.7
1950 ...	42.0 ...	41.9 ...	41.7 ...	44.9 ...	30.0

\* Calculated on population as ascertained at Census.

Year		Total Population		Malaysians		Chinese		Indians and Pakistanis		All Others
1951	...	43.6	...	44.9	...	41.9	...	45.5	...	30.8
1952	...	44.4	...	46.1	...	42.5	...	45.2	...	31.7
1953	...	43.7	...	45.1	...	42.1	...	44.2	...	32.5
1954	...	43.8	...	46.2	...	41.1	...	44.0	...	32.7

## DEATH RATES

*(per thousand of population)*

Year		Total Population		Malaysians		Chinese		Indians and Pakistanis		All Others
1947*	...	19.4	...	24.3	...	14.3	...	15.8	...	11.8
1948	...	16.3	...	19.7	...	12.9	...	12.9	...	14.2
1949	...	14.2	...	16.6	...	11.7	...	12.3	...	14.2
1950	...	15.8	...	18.7	...	12.7	...	13.6	...	13.5
1951	...	15.3	...	17.3	...	13.4	...	13.3	...	11.3
1952	...	13.6	...	15.4	...	11.6	...	12.8	...	9.7
1953	...	12.4	...	14.5	...	10.2	...	10.9	...	9.6
1954	...	12.2	...	14.8	...	9.6	...	10.1	...	9.1

## RATES OF NATURAL INCREASE

*(per thousand of population)*

Year		Total Population		Malaysians		Chinese		Indians and Pakistanis		All Others
1947*	...	23.6	...	17.1	...	29.7	...	33.3	...	10.3
1948	...	24.2	...	17.4	...	31.0	...	32.1	...	11.5
1949	...	29.6	...	26.6	...	31.9	...	36.6	...	17.5
1950	...	26.2	...	23.2	...	29.0	...	31.3	...	16.5
1951	...	28.3	...	27.6	...	28.5	...	32.2	...	19.5
1952	...	30.8	...	30.6	...	30.9	...	32.3	...	21.9
1953	...	31.3	...	30.6	...	31.9	...	33.3	...	22.9
1954	...	31.6	...	31.4	...	31.5	...	33.8	...	23.6

There is a slight increase (1.1 per thousand of population) in the birth rate for the Malaysian community. At 32.7 the birth rate for "Others" is 0.2 higher than that for 1953 while the birth rates for the Chinese and the Indian and Pakistani communities have decreased from 42.1 to 41.1 and 44.2 to 44.0 per thousand of population respectively.

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\* Calculated on population as ascertained at Census.



The Malaysians have a slight increase (.3 per thousand of population) in the death rate while the death rate for each of the other race groups has slightly decreased. On the whole the death rate has decreased by .2 per thousand of population and with 12.2 (per thousand of population) is at its lowest since 1947. The Malaysians still have the highest death rate among all the communities.

The natural increase in the population as a whole for 1954 amounted to 185,983, which is 31.6 per thousand of the estimated mid-year population. The mean of the eight rates from 1947 to 1954 is 28.2 per thousand of population.

#### INFANT MORTALITY

The infant mortality rate for all the races for 1954 has remained the same as for 1953, i.e., 83 per thousand live births.

The trend of the Malaysian infant mortality rate which has been in a downward direction has now taken an upward turn. The rate for 1954 is 100 per thousand live births which is 2 per thousand live births more than that for 1953.

There is a considerable decrease in the Chinese infant mortality rate which is 59 per thousand live births. The rate for the Chinese is the lowest among the three main race groups.

The Indian and Pakistani race group has a decrease of 9 per thousand live births in the infant mortality rate. At 83 per thousand live births it is the lowest recorded for the last five years.

The infant mortality rates for the last five years are as follows:

			1950		1951		1952		1953		1954
Malaysians	...	...	121	...	108	...	101	...	98	...	100
Chinese	...	...	74	...	82	...	69	...	61	...	59
Indians and Pakistanis	...	...	114	...	104	...	108	...	92	...	83
All races	...	...	102	...	97	...	90	...	83	...	83

The distribution of infant deaths and births by main racial group (with the corresponding figures for 1953 shown in brackets) is as follows:

			Infant deaths (under the age of one year)			Births	
Malaysians	...	...	13,406	(12,448)	...	133,591	(126,479)
Chinese	...	...	5,363	(5,523)	...	90,996	(90,737)
Indians and Pakistanis	...	...	2,524	(2,713)	...	30,400	(29,433)
All races	...	...	21,429	(20,796)	...	257,844	(249,365)



TABLE A  
MIGRATION  
INWARD MIGRATION SURPLUS

	1950			1951			1952			1953			1954		
	Ist half year	2nd half year		Ist half year	2nd half year		Ist half year	2nd half year		Ist half year	2nd half year		Ist half year	2nd half year	
Malaysians	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Chinese	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Indians and Pakistanis...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
All Others	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	2,023	4,171	...	4,692	2,305	...	4,085	3,837	...	1,669	9,748	...	9,348	2,925	...
	2,645	6,083	...	18,765	7,404	...	4,856	4,932	...	1,962	2,691	...	2,994	778	...
	4,251	5,120	...	1,115	6,355	...	5,434	12,925	...	14,125	7,968	...	4,690	930	...
	816	4,010	...	617	1,697	...	1,060	1,310	...	486	888	...	853	897	...
	2,813	1,124	...	25,189	2,953	...	5,723	13,140	...	10,980	15,913	...	16,179	1,876	...

TABLE B  
BIRTHS

Period	Malaysians			Chinese			Indians and Pakistanis			All Others			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Ist half 1947	...	...	...	21,008	19,208	40,216	6,766	6,513	13,279	352	331	683	54,153	50,895	105,048
2nd " 1947	26,027	24,843	50,870	22,208	20,438	42,646	6,395	6,370	12,765	391	361	752	54,431	51,336	105,767
Ist " 1948	25,437	24,167	49,604	20,928	19,102	40,030	5,706	5,307	11,013	375	353	728	48,725	45,279	94,004
2nd " 1948	21,716	20,517	42,233	23,350	21,352	44,702	6,707	6,424	13,131	479	464	943	55,543	52,165	107,708
Ist " 1949	25,007	23,925	48,932	21,543	20,202	41,745	6,872	6,525	13,397	557	497	1,054	56,368	53,120	109,488
2nd " 1949	27,396	25,896	53,292	22,344	21,045	43,389	6,926	6,623	13,549	547	523	1,070	58,013	55,281	113,294
Ist " 1949	28,196	27,090	55,286	22,344	19,683	40,899	6,489	6,390	12,879	558	563	1,121	57,232	54,296	111,528
2nd " 1949	28,969	27,660	56,629	21,216	19,683	40,899	6,489	6,390	12,879	558	563	1,121	57,232	54,296	111,528
Ist " 1950	26,062	25,482	51,544	22,427	20,504	42,931	6,289	6,201	12,490	502	517	1,019	55,280	52,704	107,984
2nd " 1950	28,281	26,852	55,133	21,339	19,867	41,206	6,522	6,509	13,031	586	530	1,116	56,728	53,758	110,486
Ist " 1951	32,121	31,002	63,123	22,828	21,595	44,423	6,977	6,672	13,649	624	591	1,215	62,550	59,860	122,410
2nd " 1951	31,307	29,427	60,734	21,930	20,838	42,768	6,797	6,534	13,331	628	574	1,202	60,662	57,373	118,035
Ist " 1952	32,969	31,505	64,474	23,777	22,429	46,206	7,306	7,265	14,571	685	574	1,259	64,737	61,852	126,589
2nd " 1952	31,235	29,806	61,041	22,733	21,200	43,933	7,399	6,929	14,328	689	610	1,299	62,056	58,545	120,601
Ist " 1953	33,368	32,070	65,438	24,061	22,743	46,804	7,679	7,426	15,105	752	665	1,417	65,860	62,904	128,764
2nd " 1953	34,057	32,461	66,518	22,703	21,279	43,982	7,472	7,163	14,635	705	644	1,349	64,937	61,547	126,484
Ist " 1954	34,186	32,887	67,073	23,924	23,090	47,014	8,002	7,763	15,765	821	687	1,508	66,933	64,427	131,360

TABLE C  
DEATHS

Period	Malaysians			Chinese			Indians and Pakistanis			All Others			Total			
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	
1st half 1947	...	15,532	14,542	30,074	8,882	5,198	14,080	2,471	1,933	4,404	197	175	372	27,082	21,848	48,930
2nd „ 1947	...	14,872	14,083	28,955	8,109	4,779	12,888	2,188	1,790	3,978	230	164	394	25,399	20,816	46,215
1st „ 1948	...	13,221	12,203	25,424	7,572	4,629	12,201	2,013	1,446	3,459	259	180	439	23,065	18,458	41,523 + 1
2nd „ 1948	...	12,106	10,864	22,970	8,013	4,710	12,723	1,931	1,534	3,465	308	180	488	22,358	17,288	39,646 + 2
1st „ 1949	...	11,042	10,140	21,182	7,314	4,378	11,692	1,935	1,321	3,256	288	180	468	20,579	16,019	36,598
2nd „ 1949	...	10,732	9,897	20,629	7,079	4,115	11,194	1,974	1,532	3,506	298	187	485	20,083	15,731	35,814
1st „ 1950	...	12,559	11,215	23,774	7,944	4,733	12,677	2,245	1,677	3,922	286	194	480	23,034	17,819	40,853
2nd „ 1950	...	12,802	11,708	24,510	8,147	4,787	12,934	2,127	1,645	3,772	300	185	485	23,376	18,325	41,701
1st „ 1951	...	11,520	10,544	22,064	8,512	4,944	13,456	2,144	1,693	3,837	281	144	425	22,457	17,325	39,782 + 1
2nd „ 1951	...	12,262	11,206	23,468	8,765	5,198	13,963	2,198	1,789	3,987	281	146	427	23,506	18,339	41,845 + 2
1st „ 1952	...	11,099	9,935	21,034	7,972	4,749	12,721	2,188	1,708	3,896	257	140	397	21,517*	16,532	38,049
2nd „ 1952	...	10,816	10,107	20,923	7,241	4,373	11,614 + 3	2,290	1,754	4,044	239	145	384	20,587*	16,379	36,966 + 5
1st „ 1953	...	10,349	9,447	19,796	6,768	4,172	10,940	2,130	1,529	3,659	281	152	433	19,528	15,300	34,828 + 6
2nd „ 1953	...	10,832	10,121	20,953	6,914	4,110	11,024 + 1	2,063	1,551	3,614	201	167	268	20,010	15,949	35,959 + + 2
1st „ 1954	...	11,240	10,376	21,616	6,603	4,274	10,877	1,958	1,518	3,476	261	165	426	20,062	16,333	36,395
2nd „ 1954	...	11,019	10,158	21,177	6,423	3,966	10,389	2,021	1,512	3,533	232	135	367	19,695	15,771	35,466

+ 1 ; + 2 = Race and Sex unknown.      \*Include one unknown Race.    + 3 = Sex unknown.    + 5 = 3 Sex unknown and 2 unseparated twins.  
+ 6 = Race and Sex unknown ;    + + 1 = Sex unknown ;    + + 2 = 1 Sex unknown and 1 Race and Sex unknown.

TABLE D  
NATURAL INCREASE  
BIRTHS LESS DEATHS

Period	Malaysians			Chinese			Indians and Pakistanis			All Others			Total			
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	
1st half 1947	...	10,495	10,301	20,796	12,126	14,010	26,136	4,295	4,580	8,875	155	156	311	27,071	29,047	56,118
2nd „ 1947	...	10,565	10,084	20,649	14,099	15,659	29,758	4,207	4,580	8,787	161	197	358	29,032	30,520	59,552
1st „ 1948	...	8,495	8,314	16,809	13,356	14,473	27,829	3,693	3,861	7,554	116	173	289	25,660	26,821	52,481—1
2nd „ 1948	...	12,901	13,061	25,962	15,337	16,642	31,979	4,776	4,890	9,666	171	284	455	33,185	34,877	68,062—2
1st „ 1949	...	16,354	15,756	32,110	14,229	15,824	30,053	4,937	5,204	10,141	269	317	586	35,789	37,101	72,890
2nd „ 1949	...	17,464	17,193	34,657	15,265	16,930	32,195	4,952	5,091	10,043	249	336	585	37,930	39,550	77,480
1st „ 1950	...	16,410	16,445	32,855	13,272	14,950	28,222	4,244	4,713	8,957	272	369	641	34,198	36,477	70,675
2nd „ 1950	...	13,260	13,774	27,034	14,280	15,717	29,997	4,162	4,556	8,718	202	332	534	31,904	34,379	66,283
1st „ 1951	...	16,761	16,308	33,069	12,827	14,923	27,750	4,378	4,816	9,194	305	386	691	34,271	36,433	70,704—1
2nd „ 1951	...	19,859	19,796	39,655	14,063	16,397	30,460	4,779	4,883	9,662	343	445	788	39,044	41,521	80,565—2
1st „ 1952	...	20,208	19,492	39,700	13,958	16,089	30,047	4,609	4,826	9,435	371	434	805	39,145*	40,841	79,986
2nd „ 1952	...	22,153	21,398	43,551	16,536	18,056	34,592—3	5,016	5,511	10,527	446	508	954	44,150*	45,473	89,623—5
1st „ 1953	...	20,886	20,359	41,245	15,965	17,028	32,993	5,269	5,400	10,669	408	458	866	42,528	43,245	85,773—6
2nd „ 1953	...	22,536	21,949	44,485	17,147	18,633	35,780—1	5,616	5,875	11,491	551	498	1,049	45,850	46,955	92,805—2
1st „ 1954	...	22,817	22,085	44,902	16,100	17,005	33,105	5,514	5,645	11,159	444	479	923	44,875	45,214	90,089
2nd „ 1954	...	23,167	22,729	45,896	17,501	19,124	36,625	5,981	6,251	12,232	589	552	1,141	47,238	48,656	95,894

- 1 ; - 2 = Race and Sex unknown. \* Minus one unknown Race.  
- 6 = Race and Sex unknown. -- 1 = Sex unknown.

- 3 = Sex unknown. - 5 = 3 Sex unknown and 2 unseparated twins.  
- 2 = 1 Sex unknown and 1 Race and Sex unknown.



## Part II

### MIGRATION

#### *General*

The working of the Immigration Ordinance, 1952, which came into force in August, 1953, continued smoothly during 1954, and no serious criticism of its provisions was encountered.

No changes were made in the Ordinance itself, the Regulations or the Orders, excepting for:

- (i) a minor amendment to Regulation 6 (5) making it possible for re-entry permits to be endorsed on the travel documents of aliens, and
- (ii) the fee for a Certificate under Regulation 3 to a non-alien was raised from \$3 to \$10; and the fee for an Entry Permit to a non-alien was likewise raised from \$3 to \$10.

The new fees were gazetted in December to become effective from 1st January, 1955.

The Immigration (Prohibition of Entry) Order, 1953, which sets out the Categories of persons eligible for Entry Permits, proved workable and effective. Table A sets out the number of persons to whom entry was approved in the Federation during 1954, broken down into Categories.

Since the Immigration Ordinance was only in force for five months in 1953, it is not possible to give comparative figures for the whole of 1953 and 1954.

As will be seen from Table A the largest categories of persons granted entry during 1954 were:

- (i) Alien wives of residents
- (ii) Persons with a right of entry under Section 7 of the Ordinance
- (iii) Non-alien children (under 18) of residents
- (iv) Alien children (under 12) of residents.

In the previous year largest categories were:

- (i) Alien wives
- (ii) Alien children
- (iii) Persons with a right of entry under Section 7
- (iv) Alien females on compassionate grounds.

Applications from Chinese lawfully resident in the Federation for the entry of their wives from China/Hongkong continued to be received in



large numbers and there has been no diminution in this type of application in the last four years. In 1954 there were 2,166 applications for wives and 1,758 for children. Comparative figures for the last four years are:

				Wives		Children
1951	...	...	...	1,992	...	1,296
1952	...	...	...	2,000	...	1,385
1953	...	...	...	2,975	...	2,419
1954	...	...	...	2,166	...	1,758

The 1953 figure was abnormal, the reason being that towards the end of 1952 a drive was made to clear off a back log of applications which had accumulated, pending the framing of the present Immigration Ordinance. The effect of the legislation was to encourage new applications to be made and old ones to be renewed.

The number of wives and children of all races allowed entry in 1954 was:

Wives	...	...	...	...	4,517
Children	...	...	...	...	4,614

In 1953 there was no control on the entry of non-alien wives (e.g. Indians) until August, and therefore a comparison between the entry of wives in 1953 and 1954 is impossible, but it is estimated that the number of wives of all nationalities entering in 1954 was not greater than in 1953.

The numbers of children of all races entering in 1953 and 1954 are estimated to have been approximately the same.

The very great majority of Indians arriving in Malaya by sea disembark at Penang. Accurate figures of these arrivals in 1953 are available and the comparison with 1954 is as follows:

			Males		Females		Children		Total
1953	...	...	39,040	...	4,692	...	4,020	...	47,752
1954	...	...	20,413	...	3,662	...	3,304	...	27,379

Thus 20,373 less Indians disembarked at Penang in 1954 than in 1953, and the number of males arriving in 1954 was roughly half the 1953 figure. In 1953 the peak months for Indian arrivals were the three months (May, June, July) immediately preceding the coming into force of the new Ordinance which for the first time controlled the entry of Indians (including Pakistanis) into Malaya. The comparative figures for these three months in 1953 and 1954 are as follows:

May, June, July, 1953	...	...	...	...	23,582
„ „ „ 1954	...	...	...	...	6,698

An average of about 2,280 Indians now disembark at Penang each month. These figures of arrivals include returning former residents as well as new comers.

*Travel to and from China*

The policy of controlling travel to China remained unchanged and virtually no young person between the age 17-30 years was granted facilities to go to China *and return*. The position as regards exit to China without return facilities remained unchanged in 1954—that is to say any person who wished to go to China and not return was free to do so—since no travel documents are necessary for a person of Chinese race to enter China. Ticket brokers and Shipping Agents in the Federation can arrange through their branches or principals in Hongkong to obtain entry permits for China on behalf of their clients in the Federation.

Travel to and from China by older persons showed an increase in 1954. Provided applicants over the age of 30 years produced good reasons for travel, they were granted re-entry facilities for Malaya valid for 4 months. The length of time a visitor to China from this country can remain in China is therefore very restricted and probably does not amount to more than  $2\frac{1}{2}$ -3 months in most cases, and less in the case of persons returning to remote districts.

Comparative figures for 1953 and 1954 were as follows:

1953	...	578
1954	...	2,170

(Note: Of these persons, a number would not have gone to Communist China, but would be business men visiting Hongkong.)

*Coastal small Craft*

The volume of small craft traffic on the West coast was not as large as it was a few years ago when the price of rubber was high, and trade between Indonesia and Malaya was freer.

A number of cases of persons entering illegally by small craft on the coast of Johore were detected and the illegal immigrants prosecuted. These cases are innocuous and in nearly every case concerned Malays returning to the country after absence in Indonesia. Most of them claimed to have gone to Indonesia during the Japanese occupation.

A few cases of illegal entry by sampan in the Malacca area also came to light: again the illegal entrants were in most cases former Malay residents.

*Border Passes*

The number of passes issued in the Northern States having a boundary with Thailand under the terms of the Boundary Agreement continued to be high. Altogether 33,435 such passes were issued in 1954, of which 27,859 were issued in Kelantan.



The work of issuing border-passes reaches a peak in the months of November and December, when there is a tendency for Kelantan Malays to move to Kedah and Perlis. The pressure of work in connection with the issue of border-passes is very heavy indeed. For instance, in one day in December 579 passes were issued at Kota Bharu alone. The issues in November and December were 4,050 and 7,789 respectively.

### *Repatriation of Destitutes*

During the year 1954 a total of 95 destitute persons were repatriated to their country of birth or citizenship. A break-down of nationalities is as follows:

Nationality			
Europeans	...	...	12
Chinese	...	...	68
Indians	...	...	7
Others	...	...	8 (Pakistanis 5, Indonesians 2 and Ceylonese 1)

The majority of Chinese repatriates were old and decrepit people, many from Social Welfare Homes.

### *Prosecutions and Deportations*

Action was taken in 519 individual cases in respect of illegal or suspected illegal entry, mostly entry without travel documents. 99 persons were refused entry at frontier stations and about 2,500 persons were refused permission to land from vessels arriving in Federation ports. 27 persons were deported by Order of the Controller of Immigration during the year, and 128 Prosecutions were conducted for offences against the Passport and Immigration Ordinances.

During the year 953 Malays from Thailand who claimed local birth sought entry to Malaya at border posts—of these 596 were able to show that they had a right of entry and were allowed to remain, as against 759 last year.

A tendency for the Thai authorities to be more strict about illegal entry in the region of Sungei Golok was detected. There has always been and there will always continue to be a certain amount of coming and going between Malays on both sides of this remote river border: it is an innocuous traffic, and hitherto the Thai authorities have not taken great notice of the occasional Malay crossing the river in a sampan for a short visit to Thai territory. Lately however, a number of Malays from the Kelantan side of the border have been prosecuted by the Thais and sent back. If illegal entrants of this nature from Thailand are detected, they are prosecuted and returned to Thailand.

Persons living in the border area can obtain with little trouble a border-pass with which they can legally leave and enter both territories through the approved points of entry and exit, but many of these peasants are reluctant to take the little trouble necessary, which is understandable, since they and their forebears have been crossing and recrossing the Golok river “ unofficially ” for many years.

### *Appeals*

As has been the case for the past several years numerous appeals against decisions refusing entry or re-entry were addressed to Government during 1954. These appeals take up a lot of time but in the interests of scrupulous fairness to the public the work is undertaken, though no provision for an appeal against refusal of an Entry Permit is included in the Immigration Ordinance, except where refusal is based on the ground of public security.

### *Quarters*

During the year the following institutional Quarters were completed for the Immigration Department at Johore Bahru, Malacca and Batu Pahat:

Johore Bahru	...	...	...	1	Class	VIII
				4	„	IX
Batu Pahat	...	...	...	1	„	VIII
				6	„	IX
Malacca	...	...	...	1	„	VI
				2	„	VIII
				6	„	IX

Quarters still under construction and expected to be ready within the first half of 1955 consist of :

1 Class VI at Johore Bahru (Dy. Asst. Controller of Immigration's Quarters)

1 „ VIII } at Port Swettenham  
4 „ IX }

The completion of the Quarters at Batu Pahat, Johore Bahru and Malacca has done much to improve the morale of the officers stationed at these places, who, hitherto, had been forced to live in extremely bad accommodation leased at exorbitant rentals.

When the Quarters at Port Swettenham are completed, Ipoh will be the only place where officers of the Immigration Department are stationed without Immigration Quarters.

The re-organisation of the Immigration Department which took place at the end of 1953 and consisted in the reduction of Division I officers in the department by two, and Division III by 14 Immigration officers, has proved workable. Both Johore, and the North West Frontier consisting of Perlis, Kedah and Kroh (in North Perak) were successfully



run from an Immigration point of view by Dy. Assistant Controllers of Immigration—Division II. Co-operation with the Customs department at Changloon and Kroh continued with a resultant saving of staff. A recent modification of the procedure at these two stations has been introduced, which it is hoped will improve efficiency.

### *Launches*

The Immigration Department maintained three launches throughout the year, two at Penang and one at Port Swettenham. There is no doubt that greater efficiency results from the department maintaining its own launches than would be the case if launches were pooled.

TABLE A

### CATEGORIES OF PERSONS GRANTED DOCUMENTS OF ENTRY DURING 1953

Alien Professionals ... ..	32*
Non-Alien Professionals ... ..	11
Alien Cat. B (\$500/- per month) ... ..	31
Non-Alien Cat. B (\$500/- per month) ... ..	238
Alien Skilled Artisans ... ..	—
Non-Alien Skilled Artisans ... ..	—
Alien Cat. D (Economic Interest) ... ..	—
Non-Alien Cat. D (Economic Interest) ... ..	—
Alien Males on Compassionate Grounds ... ..	252
Alien Females on Compassionate Grounds ... ..	767
Alien Children on Compassionate Grounds ... ..	121
Non-Alien Males on Compassionate Grounds ... ..	248
Non-Alien Females on Compassionate Grounds ... ..	115
Non-Alien Children on Compassionate Grounds ... ..	32
Alien wives of residents ... ..	1,803
Non-Alien wives of residents ... ..	1,305
Alien Children (under 12) of residents ... ..	1,379
Cat. G Indian former residents absent less 1 to 2 years ... ..	164
Persons entitled to enter of own right ... ..	1,681
Alien wife deriving right of entry from husband ... ..	740
Alien Children deriving right of entry from parents ... ..	777
Non-Alien wife deriving right of entry from husband ... ..	669
Non-Alien Children deriving right of entry from parents ... ..	703
Non-Alien Children (under 18) of residents ... ..	1,602
Total ... ..	12,670

\* Includes Catholic priests, Buddhist Priests, Missionaries, School teachers, etc.

TABLE B  
RETURN OF DOCUMENTS ISSUED IN 1954

No.	Particulars of Documents	Jan.	Feb.	March	April	May	June	July	August	Sept.	Oct.	Nov.	Dec.	Total
1.	Entry Permits China/Hong Kong (HQ. & K.L.) ...	218	178	282	224	198	234	286	240	240	220	294	203	2,617
2.	Entry Permits India—Pakistan—Ceylon ...	217	205	281	193	216	171	199	200	193	168	192	202	2,437
3.	Entry Permits <i>Others</i> including issued on arrival ...	21	23	49	52	51	95	101	107	74	150	57	97	877
4.	Certificates under Reg. 3, China/Hong Kong ...	109	116	118	115	110	113	117	102	112	88	119	117	1,336
5.	Certificates under Reg. 3, India—Pakistan—Ceylon ...	177	116	223	188	153	130	154	126	116	142	152	146	1,823
6.	Certificates under Reg. 3, Endorsement on Passports ...	244	205	228	545	685	719	718	799	641	656	1,044	856	7,340
7.	Certificates under Reg. 3, Others ...	39	34	46	33	43	28	28	28	63	26	32	23	423
8.	Re-Entry Permits (Indians) F. of M. 65 ...	994	932	1,285	1,154	999	870	793	729	761	603	837	854	10,811
9.	Re-Entry Permits (Indians) India—Pakistan—Ceylon by Endorsement ...	620	560	994	731	739	724	586	612	598	597	661	676	8,098
10.	Re-Entry Permits China/Hong Kong (Approved by HQ. & K.L.) ...	81	75	227	251	263	208	263	198	176	149	129	150	2,170
11.	Re-Entry Permits Aliens Other than China/Hong Kong ...	102	180	179	223	163	158	200	235	157	159	272	202	2,230
12.	Re-Entry Permits—Others (British subjects) by endorsement ...	93	112	103	131	123	97	96	89	84	74	87	110	1,199
13.	Continuous Re-Entry Permits (One year) ...	7	4	8	14	13	31	48	58	36	32	21	6	278
14.	Border Passes ...	2,117	1,703	1,957	1,707	1,829	2,602	2,044	2,607	1,650	2,537	4,440	8,242	33,435
15.	Certificates of Identity (I.D. 4) ...	130	171	335	400	299	289	341	300	262	236	288	211	3,262
16.	Emergency Certificates ...	42	60	60	75	35	39	41	79	55	76	66	54	682
17.	Consular Visas approved by Headquarters ...	38	71	52	63	51	83	63	66	52	69	80	36	724
18.	Visit Passes (Issued on or before arrival) ...	178	193	175	201	90	108	118	113	109	143	146	160	1,734
19.	British Passports (Other than No. 20) ...	351	303	566	464	398	451	460	557	466	510	772	697	5,995
20.	Special Six Months Passports for Hong Kong ...	27	43	103	134	70	91	76	66	101	36	51	46	844
21.	Visas for Certificates of Admission other than China/Hong Kong ...	9	20	8	4	5	5	4	10	7	5	4	10	91
22.	Visas for Certificates of Admission China/Hong Kong ...	2	—	—	1	—	2	—	—	—	—	—	—	5





TABLE E

(A) ARRIVALS OF PASSENGERS BY RACIAL GROUP  
INTO MALAYA DURING 1954(FIGURES INCLUDE ARRIVALS BY SEA, LAND AND AIR BUT EXCLUDE  
MOVEMENTS BETWEEN SINGAPORE AND THE FEDERATION OF MALAYA)

Racial Group	Adults		Children *		Total
	Male	Female	Male	Female	
European ... ..	1,844	1,150	233	264	3,491
Eurasian ... ..	68	51	3	7	129
Chinese ... ..	21,060	8,006	999	823	30,888
Malaysian † ...	60,258	57,448	3,373	2,973	124,052
Indian and Pakistani	18,808	2,793	1,352	1,100	24,053
Japanese ... ..	—	—	—	—	—
Other Races ‡ ...	11,028	5,856	459	345	17,688
Total, All Races ...	113,066	75,304	6,419	5,512	200,301

(B) DEPARTURES OF PASSENGERS BY RACIAL GROUP  
FROM MALAYA DURING 1954(FIGURES INCLUDE DEPARTURES BY SEA, LAND AND AIR BUT EXCLUDE  
MOVEMENTS BETWEEN SINGAPORE AND THE FEDERATION OF MALAYA)

Racial Group	Adults		Children *		Total
	Male	Female	Male	Female	
European ... ..	1,531	795	181	179	2,686
Eurasian ... ..	68	33	4	4	109
Chinese ... ..	20,584	7,390	971	803	29,748
Malaysian † ...	64,657	62,920	3,936	3,676	135,189
Indian and Pakistani	19,134	2,597	1,466	1,090	24,287
Japanese ... ..	—	—	—	—	—
Other Races ‡ ...	9,515	5,570	392	294	15,771
Total, All Races ...	115,489	79,305	6,950	6,046	207,790

\* Under 12 years of age.

NOTE.—† "Malaysian" comprises Malays, Thai-Malays and Patani-Malays. ‡ "Other Races" includes Indonesians and Thais.



(C) EXCESS (+) OR DEFICIT (—) OF ARRIVALS IN  
RELATION TO DEPARTURES BY RACIAL GROUP  
DURING 1954

(i.e. FIGURES IN TABLE A MINUS FIGURES IN TABLE B)

Racial Group				Adults				Children *				Total
				Male		Female		Male		Female		
European	...	...	+	313	+	355	+	52	+	85	+	805
Eurasian	...	...		—	+	18	—	1	+	3	+	20
Chinese	...	...	+	476	+	616	+	28	+	20	+	1,140
Malaysian †		...	—	4,399	—	5,472	—	563	—	703	—	11,137
Indian and Pakistani			—	326	+	196	—	114	+	10	—	234
Japanese	...	...		—		—		—		—		—
Other Races ‡	...		+	1,513	+	286	+	67	+	51	+	1,917
Total, All Races			—	2,423	—	4,001	—	531	—	534	—	7,489

### Part III

#### CITIZENSHIP OF THE FEDERATION

There was a large increase in the number of citizens who applied for certificates, and in the number of persons who applied to be naturalised as Citizens of the Federation of Malaya during the year 1954.

This increase was undoubtedly due to the preparation of the Register of Federal Electors. Only those persons who are Citizens of the Federation may be included in the electoral roll, and consequently thousands of potential electors applied for citizenship certificates.

The number of persons who have been granted Certificates of Citizenship by operation of law under Clause 125 of the Federation of Malaya Agreement, 1948, during the period 1st January to 31st December, 1954 was 3,673. Details of the breakdown of this total by races and territories are given in Table A.

\* Under 12 years of age.

NOTE.—† “Malaysian” comprises Malays, Thai-Malays and Patani-Malays. ‡ “Other Races” includes Indonesians and Thais.

The numbers of persons who have been granted Certificates of Citizenship by Registration under Clauses 126, 127 and 129 of the Federation of Malaya Agreement, 1948 and by Naturalisation under Clause 131 of the Federation of Malaya Agreement, 1948 were 161 and 559 respectively. Details of the breakdown of these totals by races and territories are given at Tables B and C.

Similarly the number of persons who were granted certificates as subjects of Their Highnesses the Rulers by registration or naturalisation increased substantially.

TABLE A

NUMBER OF PERSONS WHO HAVE BEEN GRANTED CERTIFICATES OF CITIZENSHIP BY OPERATION OF LAW UNDER CLAUSE 125 OF THE FEDERATION OF MALAYA AGREEMENT, 1948, DURING THE PERIOD 1ST JANUARY, 1954 TO 31ST DECEMBER, 1954

States and Settlements			Malaysians	Chinese	Indians including Pakistanis and Ceylonese	Others	Total
Kedah	...	...	10	84	53	1	148
Perlis	...	...	—	—	—	—	—
Penang and Province Wellesley	...		48	797	242	31	1,118
Perak	...	...	7	402	89	7	505
Selangor and Head- quarters	...	...	498	94	267	45	904
Negri Sembilan	...		5	20	24	4	53
Malacca	...	...	85	402	100	27	614
Johore	...	...	48	105	9	2	164
Kelantan	...	...	14	43	5	59	121
Trengganu	...		6	—	1	—	7
Pahang	...	...	3	20	16	—	39
Total	...		<u>724</u>	<u>1,967</u>	<u>806</u>	<u>176</u>	<u>3,673</u>

TABLE B

NUMBER OF PERSONS WHO HAVE BEEN GRANTED CERTIFICATES OF CITIZENSHIP BY REGISTRATION UNDER CLAUSES 126, 127 AND 129 OF THE FEDERATION OF MALAYA AGREEMENT, 1948 DURING THE PERIOD 1ST JANUARY, 1954 TO 31ST DECEMBER, 1954

States and Settlements	Malaysians	Chinese	Indians including Pakistanis and Ceylonese	Others	Total
Kedah ... ..	2	6	3	—	11
Perlis ... ..	—	—	—	—	—
Penang and Province Wellesley ... ..	—	7	15	1	23
Perak ... ..	—	8	5	1	14
Selangor and Head- quarters ... ..	—	1	28	2	31
Negri Sembilan ...	—	9	16	1	26
Malacca ... ..	—	1	11	1	13
Johore ... ..	—	3	17	—	20
Kelantan ... ..	—	2	1	—	3
Trengganu ... ..	—	—	—	—	—
Pahang ... ..	—	2	18	—	20
Total ... ..	2	39	114	6	161

TABLE C

NUMBER OF PERSONS WHO HAVE BEEN GRANTED CERTIFICATES OF CITIZENSHIP BY NATURALISATION UNDER CLAUSE 131 OF THE FEDERATION OF MALAYA AGREEMENT, 1948, DURING THE PERIOD 1ST JANUARY, 1954 TO 31ST DECEMBER, 1954

States and Settlements	Malaysians	Chinese	Indians including Pakistanis and Ceylonese	Others	Total
Kedah ... ..	—	1	3	—	4
Perlis ... ..	—	—	—	—	—
Penang and Province Wellesley ... ..	1	25	104	3	133
Perak ... ..	1	3	62	1	67
Selangor and Head- quarters ... ..	—	32	182	11	225
Negri Sembilan ...	—	1	17	2	20
Malacca ... ..	1	11	45	1	58
Johore ... ..	1	8	14	1	24
Kelantan ... ..	—	1	—	1	2
Trengganu ... ..	—	—	1	—	1
Pahang ... ..	—	9	14	2	25
Total ... ..	4	91	442	22	559



TABLE D

NUMBER OF PERSONS GRANTED CERTIFICATES AS SUBJECTS (STATE NATIONALS) OF THEIR HIGHNESSES THE RULERS BY REGISTRATION UNDER THE STATE NATIONALITY ENACTMENTS, 1952, DURING THE PERIOD 1ST JANUARY, 1954 TO 31ST DECEMBER, 1954

States			Malaysians	Chinese	Indians including Pakistanis and Ceylonese	Others	Total
Perak	...	...	121	977	492	28	1,618
Selangor	...	...	515	1,602	974	108	3,199
Negri Sembilan	...	...	1	296	292	11	600
Pahang	...	...	1	195	25	1	222
Johore	...	...	1,189	2,901	428	25	4,543
Kedah	...	...	12	422	151	1	586
Kelantan	...	...	7	64	5	5	81
Trengganu	...	...	—	1	—	—	1
Perlis	...	...	2	24	—	—	26
Total			<u>1,848</u>	<u>6,482</u>	<u>2,367</u>	<u>179</u>	<u>10,876</u>

TABLE E

NUMBER OF PERSONS GRANTED CERTIFICATES AS SUBJECTS (STATE NATIONALS) OF THEIR HIGHNESSES THE RULERS BY NATURALISATION UNDER THE STATE NATIONALITY ENACTMENTS, 1952, DURING THE PERIOD 1ST JANUARY, 1954 TO 31ST DECEMBER, 1954

States			Malaysians	Chinese	Indians including Pakistanis and Ceylonese	Others	Total
Perak	...	...	6,044	8,742	15,648	273	30,707
Selangor	...	...	633	1,598	1,397	55	3,683
Negri Sembilan	...	...	69	713	963	467	2,212
Pahang	...	...	187	1,239	545	65	2,036
Johore	...	...	3,682	5,432	2,895	33	12,042
Kedah	...	...	491	1,390	1,536	35	3,452
Kelantan	...	...	12	206	133	11	362
Trengganu	...	...	2	29	28	2	61
Perlis	...	...	136	146	11	1	294
Total			<u>11,256</u>	<u>19,495</u>	<u>23,156</u>	<u>942</u>	<u>54,849</u>



## Part IV

## REGISTRATION OF RESIDENTS

During the year 1954 the system of National Registration continued to operate quite smoothly. No major changes were introduced.

The comparative tables show a decrease of 21,676 in the number of new identity cards and an increase of 28,544 in the number of replacement cards issued during the year.

The number of persons who applied for a change of address to be endorsed on their identity cards increased by 64,804. This increase is probably due to the frequent checks made by the Security Forces and local Tenants Registration Units.

## REGISTRATION OF RESIDENTS NEW ISSUES

Year	Children attaining age of 12 years	New Arrivals in the Fed- eration	Exchange of Singapore Cards	Discharged from the Armed Forces Police and Insti- tutions, etc.	Total
1950	118,884	19,546	13,112	4,125	155,667
1951	119,792	17,262	13,833	4,455	155,342
1952	108,891	22,570	10,631	2,048	144,140
1953	121,485	24,608	12,328	3,902	162,323
1954	119,019	10,637	8,319	2,672	140,647

## REPLACEMENTS

Year	Damaged Cards	Cards taken or destroyed by bandits	Lost Cards	Full Cards (Change of address)	Other reasons	Total
1950	115,838	86,538	24,077	—	—	226,453
1951	159,585	64,912	32,020	10,637	—	267,154
1952	236,165	5,853	32,982	9,485	—	284,485
1953	203,319	349	31,402	8,849	13,367	257,286
1954	220,130	139	34,110	9,812	21,639	285,830

## CANCELLATIONS

Year	Death of holder	Removal out of the Federation	Other reasons	Total
1950	30,472	13,697	3,919	48,088
1951	30,802	18,371	12,761	61,934
1952	41,218	22,841	6,221	70,280
1953	32,649	23,993	5,797	62,439
1954	34,762	24,845	4,105	63,712

## ENDORSEMENT OF CHANGES OF ADDRESS ON IDENTITY CARDS

Year	By Registration Offices	By Registration Agents	Total
1953	154,677	339,440	494,117
1954	180,253	378,668	558,921

## Part V

## PILGRIMAGE CONTROL

During the 1954 season 5,353 pilgrims from the Federation, Singapore and the Borneo territories left for Mecca; of these 3,816 embarked at Penang and 1,537 at Singapore.

There were also 51 pilgrims from Thailand who embarked at Penang.

All the pilgrims sailed in two ships, the M.V. "ANKING" and the M.V. "ANSHUN" owned by Messrs. The China Navigation Company Limited of Hongkong which carried out five sailings.

The Season commenced in early May and ended early in November, 1954.

Nine deaths occurred during the outward passage and 16 on the voyage homeward.

According to the Medical Officer's report the total number of deaths in the Hedjaz of pilgrims who came from Malaya was 149.

Whilst in the Hedjaz, the interests and welfare of the pilgrims were looked after by the Malayan Pilgrimage Commissioner and by members of the Malayan Medical Mission comprising a Medical Officer, two Hospital Assistants, one Nurse and two Hospital Attendants.

The Malayan Pilgrimage Commissioner worked in close co-operation with officials of the British Embassy at Jeddah with whom cordial and harmonious relations were established.

## Chapter III

# OCCUPATIONS, WAGES, AND LABOUR ORGANISATION

## Part I

### EMPLOYMENT

#### OCCUPATIONS

The number of labourers employed in the Federation of Malaya is set out in the following table which gives the number of adult males, of females, and of children employed in the major industries:

TABLE A

		No. of Places	Men	Women	Young Persons	Total
I. Rubber Estates	...	3,733	137,885	114,937	15,159	267,981
II. Coconut Estates	...	99	5,421	3,375	1,039	9,835
III. Oil Palm Estates	...	51	7,471	4,003	1,167	12,641
IV. Tea Estates	...	31	1,637	1,682	735	4,054
V. Pineapple Estates	...	7	2,015	707	151	2,873
VI. Toddy Tapping	...	81	1,158	—	—	1,158
VII. Tin Dredging	...	81	12,220	746	8	12,974
VIII. Tin Mining	...	625	18,830	3,068	17	21,915
IX. Gold Mining	...	3	781	90	2	873
X. Coal Mining	...	1	1,426	106	—	1,532
XI. Stone Quarrying (includes sand pits)	...	68	1,181	276	40	1,497
XII. Tin Smelting and refining	...	6	607	10	—	617
XIII. Rubber Milling (off estates)	...	57	2,037	1,072	114	3,223
XIV. Manufacture of rubber goods	...	28	1,128	2,036	49	3,213
XV. Manufacture of matches	...	2	41	80	30	151
XVI. Manufacture of soap	...	24	342	113	4	459
XVII. Manufacture of soft drinks	...	72	1,013	343	18	1,374
XVIII. Tramway and Omnibus Companies	...	103	5,776	108	4	5,888
XIX. Government Departments	...	—	57,233	4,073	519	61,825
XX. Armed Forces	...	—	4,285	333	17	4,635

The accuracy of the figures listed cannot be entirely vouched for as some employers did not send in their returns, although they are required to do so by law.



The word "labourer" as defined in the Labour Code refers to all types of Asian manual labourers, whether skilled or not. For the purpose of the figures shown in the Tables, bus conductors and drivers are included in the Returns. It will be noted that the present definition of "labourer" excludes any person who is not an "Asian." This definition will shortly be changed. But the number of European (or even African) workers in the Federation is insignificant.

A comparison of the position from 1950 to 1954 is given in the following summary race by race:

TABLE B

			No. of Places	Malay- sians	Chinese	Indians	Others	Mandores Kepalas	Total
Estates (Rubber, Palm, Coconut Tea) ...	Oil and ...	1950	3,588	64,103	87,029	148,517	1,883	8,715	310,247
		1951	4,184	61,936	92,494	157,009	948	978	313,365
		1952	4,231	65,340	92,844	157,943	1,108	1,059	318,294
		1953	3,938	59,590	88,191	157,954	1,683	—	307,418
		1954	3,914	54,611	85,271	153,895	734	—	294,511
Tin Mining and Dredging ...	Tin ...	1950	630	4,569	25,419	4,294	89	2,398	36,769
		1951	737	7,673	34,122	7,045	342	—	49,182
		1952	632	8,251	30,044	6,764	254	—	45,313
		1953	608	6,259	25,431	5,601	224	—	37,515
		1954	706	5,597	24,103	4,988	201	—	34,889
Bus Companies	...	1950	68	417	2,305	448	5	—	3,175
		1951	104	1,165	3,457	780	—	—	5,402
		1952	109	1,526	3,687	905	1	—	6,119
		1953	109	1,532	3,861	908	19	—	6,320
		1954	103	1,512	3,572	771	33	—	5,888
Miscellaneous	...	1950	2,190	10,354	38,700	8,759	538	—	58,351
		1951	3,928	11,130	45,996	8,151	783	—	66,060
		1952	4,992	10,581	43,658	9,931	547	—	64,717
		1953	5,523	10,730	45,416	11,825	334	—	68,305
		1954	4,934	11,329	41,007	13,046	240	—	65,622
Government Departments	...	1950	—	23,032	7,145	29,070	1,259	—	60,506
		1951	—	24,392	5,626	30,276	595	—	60,889
		1952	—	23,741	13,882	27,905	1,192	—	66,720
		1953	—	27,519	5,332	28,615	1,195	—	62,661
		1954	—	27,689	5,466	27,467	1,203	—	61,825
Armed Forces	...	1950	—	1,122	1,224	11,088	42	—	3,476
		1951	—	1,276	1,441	1,493	67	—	4,277
		1952	—	1,237	1,204	1,281	60	—	3,782
		1953	—	1,691	1,067	2,084	96	—	4,938
		1954	—	1,643	893	1,989	110	—	4,635
Total	...	1950	—	103,597	161,822	192,176	3,816	11,113	472,524
		1951	—	107,572	183,136	204,754	2,735	978	499,175
		1952	—	110,676	185,319	204,729	3,162	1,059	504,945
		1953	—	107,321	169,298	206,987	3,551	—	487,157
		1954	—	102,381	160,312	202,156	2,521	—	467,370

NOTE.—

- (i) In 1950, 1951 and 1952 the Mandores and Kepalas were shown separately; in 1953 and 1954 they have been included under the racial headings.
- (ii) The figures relating to miscellaneous places of employment are not comparable year by year. The figures for 1954 are confined to those industries shown in the first table, because it was decided to try and obtain accurate figures from the more important industries before proceeding to the smaller places of employment.
- (iii) These figures and all others relating to labourers employed refer only to labourers as defined in the Labour Code.

It will be seen that there has been a decrease of some 13,000 persons employed on estates since the middle of 1953, although the number of estates making returns shows only a slight decline. These figures were collected in the middle of 1954, before the price of rubber had really begun to rise, and show that the low price of rubber which had been





Jungle Fort. A helicopter arriving at Fort Brooke, Perak



*Jungle Fort*

Aerial view of Fort Brooke, Perak





maintained since the middle of 1953 had caused some managers to pare down the number of workers on their estates. It should be remembered that the returns cover medium and large holdings only; no returns are obtained from the thousands of smallholdings which, while they produce a considerable proportion of the total rubber, employ only one or two labourers, usually on a profit sharing basis.

There are no marked changes in the numbers employed in Bus Companies, Government Departments and Armed Forces. As is stated clearly in Table B the miscellaneous figures are not comparable with the figures for 1953, because in 1954 population returns from only the major industries listed in Table A were collected.

In the tin industry both the number of mines which opened during the year and the number of people employed therein increased slowly. The Table below shows these items along with the average price of tin per picul. All the figures are supplied by the Mines Department.

Month	No. Employed		Average price per picul		No. of Chinese Tin Mines	
			\$	c.		
January	...	36,916	...	317 11	...	636
February	...	37,268	...	318 97	...	635
March	...	37,471	...	343 24	...	643
April ...	...	38,030	...	366 56	...	644
May ...	...	37,977	...	361 04	...	659
June ...	...	38,082	...	364 43	...	674
July ...	...	38,262	...	375 04	...	672
August	...	38,569	...	363 17	...	689
September	...	38,932	...	365 84	...	692
October	...	39,059	...	362 82	...	702
November	...	39,001	...	355 93	...	711
December	...	39,715	...	348 93	...	719

It will be remembered that the peak period of employment in mines occurred in January, 1953, when some 44,600 persons were employed and the average price of tin per month was \$471.91.

(NOTE:—The above figures include employees who are not “labourers” i.e. they include clerks and other persons who are not manual workers. The figure for June is therefore not comparable with the figure for the number of labourers in the tin industry given in Table B. The Mines Department’s method of computing the number of mines is also slightly different from that of the Labour Department).

There is only one coal mine in the Federation, situated at Batu Arang. Owing to the favourable price of oil as compared with coal, the demand for coal by the Malayan Railways and the Central Electricity Board declined during the year, and 610 labourers had to be retrenched.

### *Migrant Labour*

The immigration of labour into Malaya is now at a standstill and, considering the rate of increase in the population, the import of workers

from abroad is never likely to become of any consequence again. There is ample provision in the Labour Code for the medical examination and care of immigrants entering the Federation as labourers.

It is known that a certain number of persons enter Malaya from South Siam during the padi harvesting season in the States of Perlis, Kedah and Kelantan. No details are at present available of the exact number involved nor of their method of recruitment.

### *Emigrant Labour*

No special statistics are kept by the Department of Labour regarding the number of labourers emigrating to other countries. As far as is known only a few isolated cases occur. Nor are statistics maintained regarding the exchange of labour between the Federation of Malaya and Singapore.

### WAGES AND CONDITIONS OF EMPLOYMENT

Full details of wage rates, earnings and hours of work in the major industries are given in the Tables at "C" on pages 35 to 44.

For some years it has been the practice to increase wages on rubber estates as the price of rubber increases and to decrease them as the price of rubber decreases. The principle has been accepted by both sides of the rubber industry, but a number of disputes arose as to the rates which were to be paid for each price range in 1952 and 1953, during which years the price of rubber steadily fell. These disputes culminated at the end of 1953 when the price of rubber fell below 70 cents and the employers insisted on further reductions. In January, 1954, with the price of rubber below 60 cents, the Taylor Award laid down new rates for the price range 50-70 cents a pound, and although these were never officially accepted by the Unions, they were in fact paid. On June 11th a new agreement was signed between the parties fixing slightly different rates for this price range, and on July 1st the labourers benefited by the increased price of rubber, and wages were increased by one step. Finally in December a new agreement was signed, fixing improved rates for all the price ranges from 50 cents to \$1 and, in addition, the labourers will benefit, owing to the improved price of rubber, by a double increase on January 1st, 1955.

The wage tables give rates of pay not merely for various price ranges but also for various task sizes, and in addition there is a variable cost of living allowance, a number of local differentials, and a number of differentials to allow for difficult terrain or old trees. It is thus extremely hard for an accurate overall picture of the rates in the industry to be obtained. The following table is an attempt to give some idea of the position:



TABLE C (i)

STATISTICS OF WAGE-RATES, EARNINGS AND HOURS OF WORK IN SELECTED INDUSTRIES IN THE FEDERATION FOR THE MONTH OF SEPTEMBER, 1954

*Rubber Cultivation*—Sample: 134 Estates of 500 acres and over

Occupation	*D M P T	Race	Sample			Average normal hours of work per day			Average rate of pay per day or per month			Average hours actually worked in the month			Average gross cash earnings for the month		
			M	W	YP	M	W	YP	M	W	YP	M	W	YP	M	W	YP
Foremen...	D	All Races ...	788	—	—	7½	—	—	\$ 2.98	\$ c.	\$ c.	211½	—	—	\$ 88.02	\$ c.	\$ c.
Foremen	M	All Races ...	176	—	—	7	—	—	100.67	—	—	199½	—	—	101.73	—	—
Tapping	D	Malaysians	55	52	1	6	6	5	2.00	2.00	2.00	151	141	115	51.24	48.59	46.00
	D	Indians	430	451	42	6½	6½	7	2.20	2.05	1.90	172	167	192	61.78	55.56	54.50
Tapping	P	Malaysians	1,384	1,372	45	7	6½	6	—	—	—	158½	158	157	59.30	54.72	50.40
	P	Chinese	3,526	2,359	345	7	7	7	—	—	—	189	185	184	79.02	73.63	67.16
	P	Indians	4,987	4,589	150	7	6¾	6½	—	—	—	259	178	187	62.21	59.93	57.95
Sheeting Factory, Store, etc.	D	Malaysians	155	65	—	7½	7½	—	2.48	2.40	—	216	206	—	71.51	67.20	—
	D	Chinese	17	32	—	7½	7½	—	3.03	2.25	—	218	219	—	87.11	63.46	—
	D	Indians	565	71	10	7	7½	7½	2.55	2.05	1.58	223	219	204	76.90	59.38	45.50
Sheeting Factory, Store, etc.	P	Malaysians	4	—	—	7	—	—	—	—	—	182	—	—	114.25	—	—
	P	Chinese	15	—	—	7½	—	—	—	—	—	278	—	—	191.06	—	—
	P	Indians	27	—	—	7½	—	—	—	—	—	226½	—	—	64.85	—	—
Crepe Factory	D	Malaysians	57	36	6	8	8	8	2.72	1.80	1.68	228	212	203	77.80	48.22	43.66
	D	Chinese	21	7	7	8	8	8	3.17	2.22	1.55	283	193	228	120.66	55.37	47.00
	D	Indians	331	130	69	8	8	8	2.33	1.85	1.53	248½	210	219	72.41	49.16	42.27
Weeding	D	Malaysians	377	542	109	7½	7½	7½	2.07	1.56	1.20	180	179	185	50.54	38.12	29.73
	D	Chinese	21	20	—	7½	7½	—	2.45	2.00	—	213	217	—	69.95	58.40	—
	D	Indians	1,852	2,120	718	7	7½	7½	2.08	1.63	1.34	197½	186½	173	55.35	40.73	31.18



TABLE C (i)—(cont.)

STATISTICS OF WAGE-RATES, EARNINGS AND HOURS OF WORK IN SELECTED INDUSTRIES IN THE FEDERATION FOR THE MONTH OF SEPTEMBER, 1954—(cont.)

*Rubber Cultivation*—Sample: 134 Estates of 500 acres and over—(cont.)

Occupation	*D M P T	Race	Sample			Average normal hours of work per day			Average rate of pay per day or per month			Average hours actually worked in the month			Average gross cash earnings for the month		
			M	W	YP	M	W	YP	M	W	YP	M	W	YP	M	W	YP
Weeding	...	Malaysians Chinese ... Indians ...	104 374 83	96 528 56	4 47 5	7½ 7½ 8	7½ 7½ 8	7½ 7½ 8	\$ c. — — —	— — —	\$ c. — — —	186½ 174½ 206	187 181 205	187 187 202	\$ c. 65.77 65.36 59.56	\$ c. 65.40 63.27 56.49	\$ c. 65.40 60.55 48.95
Daily Rated	...	All Races ...	4,669	3,526	962	7½	7½	7½	2.35	1.72	1.36	203	182	178	66.13	43.93	33.19
Piece and Task Rate Workers	...	All Races ...	10,504	9,000	596	7	6¾	6¾	—	—	—	219	177	183	67.80	62.96	62.90
Monthly Rated	...	All Races ...	176	—	—	—	—	—	100.67	—	—	199½	—	—	101.73	—	—
All Workers	...	...	14,349	12,526	1,558	7½	6¾	7	—	—	—	229	180	179	72.40	57.60	44.55

NOTES:

\*D = Daily-rated Workers. M = Monthly-rated Workers. P = Piece-rate Workers. T = Task-rate Workers.

YOUNG PERSONS (YP)—Workers under the age of 16 years are classed as "Young Persons."

HOUSING—Among the 28,433 workers covered by the above table there were 12,031 families and 4,533 single persons provided by the employer with free quarters, water and medical attention.

SCHOOLING, NURSERIES AND MILK—The children of 7,888 families among the workers covered by the above table were provided free with schooling, nurseries and milk at an average cost to the employer (as estimated by employers) of \$3.03 p.m. for each family.

HOLIDAYS—On 134 of the plantations covered by the above table the workers were given 3 holidays with pay per annum.

TABLE C (ii)  
Coconut Cultivation—Sample: 15 Plantations

Occupation	*D M P	Race	Sample			Average normal hours of work per day			Average rate of pay per day or per month			Average hours actually worked in the month			Average gross cash earnings for the month		
			M	W	YP	M	W	YP	M	W	YP	M	W	YP	M	W	YP
Foremen	...	All Races ...	82	—	—	7½	—	—	\$ c. 2.66	\$ c. —	\$ c. —	194½	—	—	\$ c. 72.46	\$ c. —	\$ c. —
Foremen	...	All Races ...	2	—	—	—	—	—	74.00	—	—	240	—	—	75.25	—	—
Harvesting	...	Malaysians	8	—	—	6½	—	—	2.50	—	—	166	—	—	66.50	—	—
Harvesting	...	Indians	48	12	4	6½	7	7	2.60	2.08	1.50	176	156	159	78.68	49.25	37.25
Harvesting	...	Malaysians	1	—	3	5	—	—	—	—	—	140	—	193½	115.00	—	24.66
Transport (Field Kiln)	to	Indians	164	41	9	7	7	7	—	—	—	176	179	180	68.42	45.34	23.11
Transport (Field Kiln)	...	Malaysians	11	—	4	7	—	8	2.46	—	1.43	165	—	186	59.81	—	33.22
Husking ...	...	Indians	69	—	2	7	—	8	2.35	—	1.80	187	—	168	62.70	—	38.70
Husking ...	...	Malaysians	3	—	—	8	—	—	—	—	—	168	—	—	65.66	—	—
Husking ...	...	Indians	103	28	—	7¾	6½	—	—	—	—	168	105	—	68.55	48.46	—
Splitting	...	Malaysians	—	1	1	—	7	7	—	1.45	1.45	141	168	203	—	34.80	42.05
Splitting	...	Indians	15	13	6	6	7	7	1.91	1.44	1.36	141	182	168	45.66	37.85	33.38
Kiln ...	...	Malaysians	5	—	—	7	—	—	2.71	—	—	204	—	—	79.00	—	—
Kiln ...	...	Indians	64	—	—	7½	—	—	2.28	—	—	194½	—	—	59.75	—	—
Weeding	...	Malaysians	55	54	12	7	7	7	2.41	1.55	1.12	170	164	161	59.82	36.28	25.83
Weeding	...	Indians	196	417	120	7½	7½	7½	2.12	1.67	1.26	204½	175	193	60.71	41.58	33.55
Daily Rated Workers	...	All Races ...	553	497	149	7	7½	7	2.23	1.66	1.26	162	169	186	53.14	41.08	35.15
Piece Rate	...	All Races ...	271	69	12	7	6½	7	—	—	—	172	148	180	68.62	46.61	23.57
Monthly Rated	...	All Races ...	2	—	—	—	—	—	74.00	—	—	240	—	—	75.25	—	—
All Workers	...	All Races ...	826	566	161	7	6½	7	—	—	—	165	166	186	58.26	41.75	34.28

NOTES: \*D = Daily-rated workers. M = Monthly-rated workers. P = Piece-rate workers.

NOTES:

YOUNG PERSONS (YP)—Workers under the age of 16 years are classed as "Young Persons."

HOUSING—Among 1,553 the workers covered by the above table there were 1,014 families and 336 single persons provided by the employer with free quarters, water and medical attention.

SCHOOLING, NURSERIES AND MILK—The children of 1,085 families among the workers covered by the above table were provided free with schooling, nurseries and milk at an average cost to the employer (as estimated by employers) of \$3.16 p.m. for each family.

HOLIDAYS—Of the 15 plantations covered by the above table 14 plantations gave their workers 3 paid holidays per annum. The remaining plantation gave 2 paid holidays per annum.

TABLE C (iii)  
Oil Palm Cultivation—Sample 16 Plantations

Occupation	*D M P T	Race	Sample			Average normal hours of work per day			Average rate of pay per day or per month			Average hours actually worked in the month			Average gross cash earnings for the month		
			M	W	YP	M	W	YP	M	W	YP	M	W	YP	M	W	YP
Foremen ...	D	All Races ...	205	—	—	7	—	—	\$ c. 3.42	\$ c. —	\$ c. —	186	—	—	\$ c. 90.73	\$ c. —	\$ c. —
Harvesting ...	D	Indians ...	29	—	—	6½	—	—	2.25	—	—	168½	—	—	64.14	—	—
Harvesting ...	P	Malaysians	61	—	—	6	—	—	—	—	—	138	—	—	69.90	—	—
	P	Chinese ...	14	—	—	6½	—	—	—	—	—	145	—	—	80.35	—	—
	P	Indians ...	506	—	—	6¾	—	—	—	—	—	163	—	—	85.47	—	—
Harvesting ...	T	Malaysians	134	—	—	6½	—	—	—	—	—	141	—	—	74.63	—	—
	T	Chinese ...	325	—	—	6¾	—	—	—	—	—	147	—	—	87.38	—	—
	T	Indians ...	27	—	—	6	—	—	—	—	—	140	—	—	69.74	—	—
Carrying: (Palm to rail or road)	D	Indians ...	46	131	61	7	7	7½	2.57	2.05	1.21	191	173	190	73.89	51.73	31.03
Carrying: (Palm to rail or road)	P	Malaysians	20	9	—	6	6½	—	—	—	—	133½	146½	—	53.95	57.33	—
	P	Indians ...	11	110	12	6½	6½	7	—	—	—	151½	142	162	65.09	49.68	29.83
Transport: (Field to Factory) ...	D	Malaysians	18	1	—	8	8	—	3.81	2.36	—	202	200	—	95.94	59.00	—
	D	Indians ...	94	6	—	6¾	6	—	3.10	1.65	—	194	166	—	89.12	45.66	—
Transport: (Field to Factory) ...	P	Indians ...	13	—	—	8	—	—	—	—	—	—	—	—	83.69	—	—
Factory and Workshop: (Skilled) ...	D	Malaysians	45	—	—	8	—	—	3.95	—	—	235	—	—	117.95	—	—
	D	Chinese ...	98	—	—	7¾	—	—	5.60	—	—	232	—	—	172.30	—	—
	D	Indians ...	103	—	—	7½	—	—	4.26	—	—	228	—	—	130.47	—	—
Factory and Workshop: (Skilled) ...	M	Malaysians	23	—	—	—	—	—	93.34	—	—	222	—	—	116.24	—	—
	M	Chinese ...	28	—	—	—	—	—	113.60	—	—	230	—	—	158.00	—	—
	M	Indians ...	29	—	—	—	—	—	98.38	—	—	220	—	—	122.72	—	—



TABLE C (iii)—(cont.)  
Oil Palm Cultivation—Sample 16 Plantations—(cont.)

Occupation	*D M P T	Race	Sample			Average normal hours of work per day			Average rate of pay per day or per month			Average hours actually worked in the month			Average gross cash earnings for the month		
			M	W	YP	M	W	YP	M	W	YP	M	W	YP	M	W	YP
Factory and Workshop: (Unskilled) ...	D	Malaysians	46	—	8	2.62	—	8	\$ c.	\$ c.	\$ c.	215 $\frac{3}{4}$	—	192	\$ c.	\$ c.	\$ c.
	D	Indians	328	3	8	2.50	8	8	—	1.65	2.05	243	194	224	71.08	—	51.89
Weeding ...	D	Malaysians	11	17	6 $\frac{1}{2}$	2.16	8	8	1.87	1.92	1.92	153	196	184	82.33	40.15	53.75
	D	Indians	248	557	6 $\frac{1}{2}$	2.03	5 $\frac{1}{2}$	7	1.69	1.27	1.24	173	131 $\frac{1}{2}$	162	51.45	46.70	29.33
Weeding ...	T	Malaysians	3	5	6	—	6	—	—	—	—	130	153	—	56.41	42.79	29.06
	T	Chinese	487	328	5 $\frac{1}{2}$	—	5 $\frac{1}{2}$	—	—	—	—	132	132	—	44.33	42.40	—
Weeding ...	T	Indians	—	188	7	—	7	6 $\frac{3}{4}$	—	—	—	—	170	157	—	54.05	—
	P	Malaysians	18	13	6	—	6	—	—	—	—	207	207	—	140.58	140.58	25.81
	P	Chinese	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Pruning ...	P	Indians	9	6	6 $\frac{1}{2}$	—	6 $\frac{1}{2}$	—	—	—	—	144	144	—	38.46	38.46	—
	T	Malaysians	—	5	7	—	7	—	—	—	—	—	154	—	—	66.60	—
	T	Chinese	3	19	8	—	8	—	—	—	—	202	203	—	109.00	79.52	—
	T	Indians	7	—	5	—	5	—	—	—	—	121	—	—	96.42	—	—
Daily Rated Workers ...	D	All Races	1,271	715	7 $\frac{1}{4}$	3.12	6	7	1.76	1.25	1.25	208	141	169	90.02	44.55	30.40
Piece and Task Rate Workers ...	P & T	All Races	1,638	683	6	—	6	6 $\frac{1}{4}$	—	—	—	147	148	158	74.57	51.36	26.61
Monthly Rated Workers	M	All Races	80	—	—	102.06	—	—	—	—	—	224	—	—	131.95	—	—
All Workers ...	—	All Races	2,989	1,398	6	—	6 $\frac{1}{2}$	6 $\frac{3}{4}$	—	—	—	177	145	166	82.68	47.97	29.51

Notes: \*D = Daily-rated workers M = Monthly-rated workers P = Piece-rate workers T = Task-rate workers

## NOTES:

YOUNG PERSONS (YP)—Workers under the age of 16 years are classed as "Young Persons."

HOUSING—Among the 4,646 workers covered by the above table there were 3,106 families and 1,267 single persons provided by the employer with free quarters, water and medical attention.

SCHOOLING, NURSERIES AND MILK—The children of 1,854 families among the workers covered by the above table were provided free with schooling, nurseries and milk at an average cost to the employer (as estimated by employers) of \$3.85 p.m. for each family.

HOLIDAYS—On all the plantations covered by the above table the workers were given 3 holidays with pay per annum.

TABLE C (iv)  
Tea Cultivation—Sample: 8 Plantations

Occupation	*D M P T	Race	Sample			Average normal hours of work per day			Average rate of pay per day or per month			Average hours actually worked in the month			Average gross cash earnings for the month		
			M	W	YP	M	W	YP	M	W	YP	M	W	YP	M	W	YP
Foremen	...	All Races ...	67	—	—	7	—	—	\$ c. 4.44	\$ c. —	\$ c. —	180	—	—	119.13	—	—
Plucking	...	Indians ...	—	13	10	—	8	8	—	1.86	1.32	—	196	205½	—	45.61	33.90
Plucking	...	Malaysians	7	30	12	7½	7½	7	—	—	—	181	184	103	58.28	56.80	21.41
Factory ...	...	Chinese ...	4	94	38	8	7½	8	—	—	—	204	179	197	86.00	63.45	46.81
	...	Indians ...	76	208	61	7½	7½	7½	—	—	—	195½	175	184	73.43	54.44	34.55
	...	Malaysians	7	14	1	7½	7½	7	2.45	1.82	1.65	227	187	147	74.42	49.57	35.00
	...	Chinese ...	5	6	—	7½	7½	—	3.12	2.33	—	206	226	—	90.80	73.33	—
Pruning ...	...	Indians ...	93	53	6	7½	7½	7	2.60	2.01	1.65	261	225	150½	102.95	69.01	36.00
Pruning ...	...	Malaysians	6	—	—	8	—	—	2.60	—	—	190	—	—	63.16	—	—
Pruning ...	...	Indians ...	24	—	—	8	—	—	—	—	—	178	—	—	61.75	—	—
Pruning ...	...	Malaysians	5	—	—	7	—	—	—	—	—	148	—	—	42.60	—	—
Weeding	...	Indians ...	14	—	—	7	—	—	—	—	—	164	—	—	58.42	—	—
	...	Malaysians	6	12	—	7	7	—	2.05	1.60	—	154	175	—	45.83	42.00	—
	...	Indians ...	44	81	45	7	7	7	2.14	1.69	1.42	177	182	192	53.50	44.80	38.53
	...	Sakais	15	41	20	8	8	8	2.10	1.90	1.00	194	205	200	50.93	50.85	25.00
Monthly-Rated ...	...	All Races ...	10	—	—	8	—	—	—	—	—	235	—	—	88.10	—	—
Daily-Rated Workers	...	All Races ...	267	220	82	7½	7½	7½	2.85	1.83	1.33	210	197	188	89.09	52.74	34.44
Piece and Task Workers	Rate ...	All Races ...	106	332	111	7½	7½	7½	—	—	—	189	177	180	69.46	57.21	37.32
All Workers	...	All Races ...	383	552	193	7½	7½	7½	—	—	—	205	185	183	83.63	55.43	36.09

Notes: \*D = Daily-rated workers    M = Monthly-rated workers    P = Piece-rate workers    T = Task-rate workers

NOTES:

YOUNG PERSONS (YP)—Workers under the age of 16 years are classed as "Young Persons."  
HOUSING—Among the 1,128 workers covered by the above table there were 794 families and 286 single persons provided by the employer with free quarters, water and medical attention.  
SCHOOLING, NURSERIES AND MILK—The children of 856 families among the workers covered by the above table were provided free with schooling, nurseries and milk at an average cost to the employer (as estimated by employers) of \$2.04 p.m. for each family.  
HOLIDAYS—On 5 of the plantations covered by the above table the workers were given 3 holidays with pay per annum.

TABLE C (v)  
*Tin Dredging*—Sample: 15 Dredging Companies

Occupation	*D M	Sample		Average normal hours of work per day		Average rate of pay (p.d. or p.m.)		Average hours actually worked in the month		Average gross cash earnings for the month	
		M	W	M	W	\$	c.	M	W	\$	c.
Foremen	D	151	—	8	—	3.89	—	241	—	147.27	—
Foremen	M	81	—	—	—	211.84	—	208	—	244.30	—
Turners	D	32	—	8	—	5.04	—	238	—	179.34	—
Turners	M	4	—	—	—	168.25	—	208	—	199.25	—
Fitters ...	D	81	—	8	—	5.02	—	236	—	179.99	—
Fitters ...	M	9	—	—	—	182.77	—	208	—	213.77	—
Welders	D	48	—	8	—	4.91	—	235	—	174.62	—
Blacksmiths	D	14	—	8	—	4.55	—	229	—	169.62	—
Carpenters	D	36	—	8	—	4.82	—	231	—	170.76	—
Carpenters	M	4	—	—	—	159.00	—	208	—	190.00	—
Boiler-Makers	D	65	—	8	—	4.66	—	257	—	185.05	—
Electricians	D	37	—	8	—	4.34	—	236	—	158.73	—
Engine-Drivers	D	50	—	8	—	3.48	—	246	—	136.28	—
Pump Attendants	D	65	—	8	—	2.45	—	237	—	102.17	—
Winchmen	D	95	—	8	—	4.57	—	240	—	168.80	—
Winchmen	M	15	—	—	—	167.86	—	208	—	201.36	—



TABLE C (v)—(cont.)

*Tin Dredging—Sample: 15 Dredging Companies—(cont.)*

Occupation	*D M	Sample		Average normal hours of work per day		Average rate of pay (p.d. or p.m.)		Average hours actually worked in the month		Average gross cash earnings for the month	
		M	W	M	W	\$ c.	\$ c.	M	W	\$ c.	\$ c.
Hammermen ...	D	12	—	8	—	5.87	—	229	—	210.31	—
Painters ...	D	3	—	8	—	3.76	—	219	—	105.00	—
Apprentices ...	D	112	—	8	—	2.94	—	238	—	114.58	—
Greasers ...	D	84	—	8	—	2.74	—	230	—	105.74	—
Washers ...	D	55	—	8	—	3.24	—	219	—	117.89	—
Samplers ...	D	17	—	8	—	3.26	—	226	—	127.20	—
Firemen ...	D	16	—	8	—	3.32	—	261	—	135.88	—
Deck-Hand and Other General Labourers ...	D	1,381	103	8	8	2.72	2.38	229	225	103.15	89.92
Daily-Rated Workers ...	D	2,354	103	8	8	3.20	2.38	233	225	120.93	89.92
Monthly-Rated Workers ...	M	113	—	—	—	200.27	—	208	—	214.83	—
All Workers ...	—	2,467	103	—	—	—	—	232	225	125.23	89.92

Notes: \*D = Daily-rated workers M = Monthly-rated workers

## NOTES:

YOUNG PERSONS (YP)—No workers under the age of 16 years were employed by the sample companies.

HOUSING—Among the 2,570 workers covered by the above table there were 1,109 families and 774 single persons provided by the employer with free quarters, water and medical attention.

HOLIDAYS—On all the dredging companies covered by the above table workers were given 5 holidays with pay per annum.

TABLE C (vi)  
Road Transport (Passengers)—Sample: 40 Companies

Occupation	*D M P	Sample			Average normal hours of work per day			Average rate of pay (p.d. or p.m.) * excluding C.O.L.A. and other Allowances			Average hours actually worked in the month			Average gross cash earnings for the month		
		M	W	YP	M	W	YP	M	W	YP	M	W	YP	M	W	YP
Drivers ...	D M	956 272	— —	— —	8 8	— —	— —	4.98 109.65	— —	— —	224 263	— —	— —	199.25 192.91	— —	— —
Conductors ...	D M	775 184	36 10	— —	8 8	8 8	— —	4.20 78.00	1.94 61.73	— —	257 311	232 236	— —	177.15 146.98	134.48 128.35	— —
Fitters ...	D M	112 102	— —	1 1	8 8	— —	8 8	4.44 140.84	— —	2.80 48.00	262 235	— —	240 190	183.05 184.02	— —	84.00 130.00
Cleaners and Labourers	D M	72 55	— —	— 1	8 8	— —	8 8	2.47 87.10	— —	— 45.00	240 248	— —	208	125.88 107.94	— —	— 45.00
Inspectors ...	D M	141 120	— —	— —	8 8	— —	— —	4.24 147.06	— —	— —	250 228	— —	— —	196.69 199.95	— —	— —
Other Operating Staff ...	D M	75 124	— —	— —	8 8	— —	— —	4.50 158.62	— —	— —	245 227	— —	— —	190.54 214.28	— —	— —
Daily-Rated Workers ...	D	2,131	36	1	8	8	8	4.52	1.94	2.80	240	232	240	187.44	134.48	84.00
Monthly-Rated Workers	M	857	10	2	—	—	—	118.61	61.73	46.50	259	236	199	180.61	128.35	87.50
All Workers ...	—	2,988	46	3	—	—	—	—	—	—	245	233	228	185.48	132.72	85.01

Notes: \*D = Daily-rated workers M = Monthly-rated workers P = Piece-rate workers

TABLE C (vi)—(cont.)  
*Road Transport (Passengers)—Sample: 40 Companies—(cont.)*

## NOTES:

YOUNG PERSONS (YP)—Workers under the age of 16 years are classed as "Young Persons."

ALLOWANCES—The figures (in the last column of the above table) showing gross cash earnings include average cost of living allowances, overtime payments and bonuses as follows:

Drivers		C.O.L.A.	Overtime	Bonus	Conductors		C.O.L.A.	Overtime	Bonus
1. Monthly Rated	...	...	18.04	3.07	1. Monthly Rated	...	51.96	11.84	5.18
2. Daily Rated	...	...	.67	.19	2. Daily Rated	...	1.00	.82	.23
					3. Monthly Rated (W)	...	49.20	11.28	6.14
					4. Daily Rated (W)	...	2.31	.34	.18
Fitters					Inspectors				
1. Monthly Rated	...	...	33.25	6.39	1. Monthly Rated	...	35.04	17.76	.95
2. Daily Rated	...	...	.90	.13	2. Daily Rated	...	1.73	.57	.24
3. Monthly Rated (YP)	...	...	20.00	32.00					
Cleaners					Others				
1. Monthly Rated	...	...	10.70	1.94	1. Monthly Rated	...	42.10	10.22	3.34
2. Daily Rated	...	...	1.24	.20	2. Daily Rated	...	1.33	.75	.22
FREE MEDICAL ATTENTION AND HOSPITAL TREATMENT—24 of the Companies covered by the above table gave their employees free medical attention and hospital treatment.									
HOLIDAYS—11 of the companies covered by the above table gave their employees no paid holidays per annum.									
1	"	"	"	"	121	"	"	"	"
1	"	"	"	"	54	"	"	"	"
1	"	"	"	"	52	"	"	"	"
9	"	"	"	"	48	"	"	"	"
2	"	"	"	"	30	"	"	"	"
1	"	"	"	"	26	"	"	"	"
4	"	"	"	"	24	"	"	"	"
2	"	"	"	"	12	"	"	"	"
1	"	"	"	"	18	"	"	"	"
1	"	"	"	"	5	"	"	"	"
3	"	"	"	"	4	"	"	"	"
3	"	"	"	"	3	"	"	"	"



TABLE D  
350 TREES

Price of Rubber				...		...		...		50/60		60/65		65/70		70/80		80/90		90/100			
				Date	B	A	T	B	A	T	B	A	T	B	A	T	B	A	T	B	A	T	
Piece Rate Tappers				I-1-54	1.00	.95	1.95	1.10	.95	2.05	1.20	.95	2.15	1.35	.95	2.30	1.45	.95	2.40				
				I-7-54	1.15	.80	1.95	1.25	.80	2.05	1.25	.80	2.05										
				I-1-55	1.15	.80	1.95	1.30	.80	2.10	1.30	.80	2.10	1.45	.80	2.25	1.60	.80	2.40	1.75	.80	2.55	
Day Rate Tappers ...				I-1-54	.85	.95	1.80	.95	.95	1.90	1.10	.95	2.05	1.25	.95	2.20	1.35	.95	2.30	1.40	.95	2.35	
				I-7-54	1.00	.80	1.80	1.15	.80	1.95	1.15	.80	1.95										
				I-1-55	1.05	.80	1.85	1.15	.80	1.95	1.15	.80	1.95	1.25	.80	2.05	1.35	.80	2.15	1.45	.80	2.25	

450 TREES

Price of Rubber	...	...	...	...	50/60	60/65	65/70	70/80	80/90	90/100											
				Date	B	A	T	B	A	T	B	A	T								
Piece Rate Tappers	...	...	...	I-1-54	1.60	.95	2.55	1.70	.95	2.65	1.85	.95	2.80	2.05	.95	3.00	2.20	.95	3.30		
				I-7-54	1.75	.80	2.55	1.85	.80	2.65	1.85	.80	2.65								
				I-1-55	1.75	.80	2.55	1.90	.80	2.75	1.90	.80	2.70	2.05	.80	2.85	2.20	.80	3.15	2.35	.80
Day Rate Tappers ...	...	...	...	I-1-54	1.30	.95	2.25	1.40	.95	2.35	1.55	.95	2.50	1.70	.95	2.65	1.70	.95	2.80		
				I-7-54	1.45	.80	2.25	1.60	.80	2.40	1.60	.80	2.40								
				I-1-55	1.50	.80	2.30	1.60	.80	2.40	1.60	.80	2.40	1.70	.80	2.50	1.70	.80	2.50	1.90	.80

TABLE D—(cont.)

Price of Rubber			...	...	...	50/60	60/65			65/70			70/80			80/90			90/100		
			Date			B	A	T	B	A	T	B	A	T	B	A	T	B	A	T	
Field Workers	...	...	{																		
			1-1-54			1.00	.95	1.95	1.10	.95	2.05	1.15	.95	2.10	1.15	.95	2.10	1.15	.95	2.10	
			1-7-54			1.20	.80	2.00	1.25	.80	2.05	1.25	.80	2.15							
	...	...	{																		
			1-1-55			1.25	.80	2.05	1.25	.80	2.05	1.25	.80	2.15	1.30	.80	2.10	1.40	.80	2.20	

NOTE.—

- (i) B = Basic Pay  
A = Cost of Living Allowance  
T = Total

(ii) The figures in italics indicate the amount actually paid as from the date shown.

(iii) The rates refer to males, females and young persons so far as tappers are concerned. Females and boys under 16 working as field workers receive 4/5ths of the male rates.

(iv) The new Agreement which came into force on 1-7-54 provides for a sliding cost of living allowance which is tied to the index figure for the labourers budgets as follows:

Index Figure	Cost of Living Allowance
135-145	\$1.00
125-135	.90
115-125	.80
105-115	.80
95-105	.70
85-95	.60

The question of the rate paid for ladder tapping on rubber estates is one which is under discussion between the National Union of Plantation Workers and the Malayan Planting Industries Employers' Association. The introduction of ladder tapping on certain estates has resulted in some divergence of opinion as to how many trees tapped by this method are equivalent to the average task of 300 trees tapped in the normal way. Some allege that 240 trees is a fair equivalent whilst others state that 200 is nearer the mark. It has been found in practice that more latex can be obtained from virgin bark above the normal height of the tapping panel than can be obtained from the normal area reached by a man standing on the ground.

Wages rates on oil palm, coconut and tea estates are not fixed by collective agreements in each of the 3 industries, but vary quite markedly from estate to estate. The rates for oil palm and coconut estates tend, however, to rise and fall with rates on rubber estates. Towards the end of the year, the National Union of Plantation Workers, which had hitherto confined its attention to rubber estates, showed interest in these estates and it appeared likely that 1955 might see an agreement for each of these industries, similar to that recently reached in the rubber industry.

In the tin industry no change occurred in basic rates of wages, but throughout the year on Chinese tin mines the Tin Price Bonus fluctuated according to the price of tin per picul for the previous month. In January, this allowance for Chinese tin mine workers was 10 per cent. of the normal basic wage, rising to 14 per cent. in April and 16 per cent. in May. It continued at this level until a slight drop in the price of tin towards the end of the year brought the bonus down to 14 per cent. in November. The bonus remained at this level for December also.

On European tin dredges the wages index for unskilled workers, based on the January, 1947 level as 100, was 196 throughout 1954. This represented a cash wage of \$3.49, inclusive of the Supplementary Allowance paid on European tin dredges. For those whose daily wage is under \$3 an allowance of \$24 per month was payable, between \$3 and \$4 an allowance of \$28 and over \$4 an allowance of \$31. The wages of monthly paid employees are divided by 26 to ascertain into which of the above three categories his "daily wage" falls. This Supplementary Allowance on European dredges came into effect on 1st September, 1953, and is based on the theoretical tin price of \$550 per picul. It has the effect of stabilising the workers emoluments irrespective of the price of tin.

Wage rates paid to unskilled workers in Government remained unchanged throughout the year, the wage index based on a level of 100 in January, 1947, continued at 163 throughout the year. This represented \$2.28 per day, including cost of living allowances.



## COST OF LIVING

### *Methods of Construction of Cost of Living Indices*

Six cost of living indices are published monthly in the Federation of Malaya. These indices are best considered as two sets. The first set consists of a European index and two indices for Asian clerical grades. The second set covers labourers only and provides separate indices for the three main races, Malay, Chinese and Indian.

The data used for weighting the first set of indices were obtained from a budget survey carried out in 1947. Schedules were prepared asking for detailed expenditure during the month of January 1947 on items of food, clothing, transport, rent, etc. These schedules were sent to heads of government departments and selected commercial firms, who were asked to distribute them to suitable married Europeans and married clerks. Approximately 600 schedules were distributed, the enquiry being restricted to Kuala Lumpur only. The nil response was heavy and only 166 completed forms were returned. These completed forms were scrutinised and any form showing disproportionately heavy expenditure in total or on certain items was rejected. The remaining forms were then sorted by race and for each race the total expenditure and the expenditure on individual items were calculated. The expenditure on each item was taken as a proportion of total expenditure for each race, and these proportions were multiplied by 1,000. The resultant figures were taken as the weights to be applied in the calculation of the cost of living indices.

These weights are applied to the price relatives calculated with 1939 prices as base 100. Index numbers for each major group item of expenditure, e.g. food; clothing; etc., are published as well as an overall index.

The prices of the various items included in the indices are collected either monthly or quarterly, some from one centre only, others from several. Thus prices of foodstuffs and men's clothing are collected monthly from fifteen centres throughout the Federation. The prices of ladies' clothing are collected monthly, but from Kuala Lumpur and Ipoh only which is an unfortunate restriction necessitated by the importance of keeping a strict supervision on a set of items which change rapidly in quality and style.

As the selection of budgets required for the cost of living index was not made at random and the final number of completed and accepted budgets was small, the present indices must be regarded with reserve pending a random and comprehensive survey.

The budgets used in estimating the changes in the second set of indices are hypothetical ones prepared by the Labour Department, a

separate budget being drawn up for each race. They are not therefore budgets based on surveys of actual expenditure. The quantity of each item included in the budget is multiplied by its average monthly price. Items are grouped together, e.g. rice and rice equivalents; other food-stuffs; clothing and bedding; etc.; and the total expenditure on each group is compared with the expenditure at a base date. A similar comparison is made for total expenditure.

These indices are not satisfactory and a survey of labourers' expenditure is required as soon as finance and staff are available.

### *European and Clerical Grades*

#### COST OF LIVING INDICES

(1939=100)

			1954						
			1952 Average	1953 Average	Jan.	April	July	Oct.	Dec.
European ...	...	...	298	295	295	292	292	291	292
Malay ...	...	...	429	416	404	390	384	379	378
Chinese, Indian and Eurasian ...	...	...	423	409	397	385	379	375	375
									Average
									292
									387
									382

All the three indices rose steadily during 1950 and 1951. They reached their peaks in the first quarter of 1952 and since then the tendency has been to fall. During 1954 there was a marked fall in Asian indices but the fall in the European index was small and irregular. At the end of the third quarter of the year all three indices reached their lowest level since 1951. They rose slightly during the last three months of the year, but for December the Asian indices stood well below their January level, while the European index showed only a very small fall of 3 points.

A comparison of the changes in the index numbers for the main heads of expenditure is given below:

*Note*—"No change" which is repeated several times below, indicates that the index number has neither increased nor decreased during the period in question.

Expenditure		Index		1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Jan.- Dec.
1. Food	...	European	...	Marked fall	No change	Marked fall	Small rise	Considerable fall
		Asian	...	Considerable fall	Continuing fall	Continuing fall	Small rise	Considerable fall
2. Drinks and Tobacco	...	All	...	No change	No change	Small rise	No change	Small rise
3. Servants	...	All	...	No change	Marked fall	Marked rise	Fall	Marked fall
4. Fuel, Light and Water	...	All	...	Marked fall	No change	No change	No change	Marked fall
5. Transport	...	European	...	No change	No change	Small fall	No change	Small fall
		Asian	...	Small rise	No change	Small fall	No change	Small fall
6. Education	...	All	...	No change	Marked rise	No change	No change	Marked rise



Expenditure	Index	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Jan- Dec.
7. Clothing ...	European ...	Small fall	Small rise	Small rise	Marked fall	Small fall
	Asian ...	Small fall	No change	Small rise	Marked fall	Marked fall
Total Expendi- ture ...	European ...	Small fall	No change	Small fall	Small rise	Small fall
	Malay ...	Marked fall	Continu- ing fall	Continu- ing fall	Small fall	Consider- able fall
	Chinese, Indian and Eurasian	Marked fall	Continu- ing fall	Continu- ing fall	No change	Consider- able fall

A study of the component parts of the cost of living indices shows that there was a small rise in the cost of drinks and tobacco. The marked rise in education costs affects Europeans much more than it does the Asian communities. There were decreases in the prices of all other items, particularly food and clothing, two items of much greater importance to Asians than to Europeans. The net result of all these movements was a very considerable fall of over 20 points in the Asian indices and a small fall of only 3 points in the European index.

### *Foodstuffs*

The following movements in the indices for foodstuffs occurred during 1954 (in points):

	Jan. to March	March to June	June to Sept.	Sept. to Dec.	Jan. to Dec.
European ...	-11	-1	-9	+6	-15
Malay ...	-21	-15	-18	+1	-53
Chinese, Indian and Eurasian ...	-18	-12	-15	+4	-41

All indices for foodstuffs fell considerably during the year; Asian indices fell much more because of the relatively greater importance of local foodstuffs in the Asian budget. Imported foodstuffs such as biscuits and cakes, ham and bacon, coffee, tea, foreign fruits, sauces, corned beef and beverages were dearer during the last quarter of the year mainly as a result of the new Customs duties. On the other hand, fresh fish, eggs, meat and vegetables fell in price. Sugar showed a marked decrease in price during the second half of the year; free market rice also fell quite steadily throughout the year.

### *Clothing*

	Jan. to March	March to June	June to Sept.	Sept. to Dec.	Jan. to Dec.
European ...	-2	+2	No change	-3	-3
Malay ...	-3	No change	+1	-3	-5
Chinese, Indian and Eurasian ...	-3	No change	+1	-3	-5

Clothing indices fell steadily throughout the year. The imposition of new Customs duties on a number of articles did no more than temporarily

*Note:* + denotes a rise in the index: - denotes a fall.



halt the downward tendency in September. From October to the end of the year, prices continued to fall. The only item in the clothing indices that showed a definite increase at the end of the year over the January price was women's clothing for Europeans.

### *Transport*

Transport indices fell slightly during the second half of the year for all communities as a result of reductions in the prices of petrol and lubricating oil which enter into the European index, and in the prices of bicycle tyres and tubes which form part of the Asian index.

### *Servants*

A review of servants' indices at the beginning of the year showed a substantial rise in wages. They fell back to the average 1953 level during the second quarter of the year but rose again when the third quarter's review was taken. During the last three months of the year, the servants index for Europeans showed practically no change, while the Asian index returned to the same level as during the second quarter of the year.

### *Fuel, Light and Power*

A reduction in the price of firewood resulted in a general fall in indices for fuel, light and power at the beginning of 1954. These indices for Asian communities dropped another point in September when kerosene was reduced in price.

### *Education*

A survey at the end of the first quarter of the various items that enter into the indices for education revealed that costs for this group has risen quite considerably.

### *Drinks and Tobacco*

The imposition of Customs duties on aerated water and cordials raised the indices for drinks and tobacco in September, and thereafter they remained unchanged until the end of the year.

### *Labourers' Cost of Living Indices*

Labourers' indices showed a definite downward tendency during the first half of the year. During the third quarter they showed signs of rising, and during the last quarter indices for Chinese and Malay labourers rose while for Indian labourers the index remained fixed. All indices, however, stood substantially lower in December than at the beginning of the year.

Total Index 1954		Base 1947 January		Base 1949 January	
		Indian	Chinese	...	Malay
January	...	120	116	...	132
December	...	111	107	...	124
		<u>- 9</u>	<u>- 9</u>	...	<u>- 8</u>

Indices for Food, i.e., the total of rice (and rice equivalents) and other foodstuffs, form the major part of the overall cost of living indices for labourers, and they fell steadily during the first 9 months of the year. During the last quarter of the year they showed signs of a rising tendency. Both the indices for rice (and rice equivalents) and other foodstuffs had reached their lowest point this year by September. Up to the end of the year, the indices for rice (and rice equivalents) remained steady, but those for other foodstuffs rose, except in the case of Indian labourers. However, foodstuffs in general were cheaper in December than in January.

Clothing and bedding were also cheaper particularly for Malays. Rent, included only in the Chinese index, showed a small decrease over the year. Indices for tobacco and matches showed little change during the year; miscellaneous items, including soap, dhoby charges, etc., were somewhat reduced in price.

## Part II

### THE LABOUR DEPARTMENT

#### ORGANISATION AND DUTIES

The functions of the Department of Labour include the following:

##### *Advisory*

- (a) To advise Government on labour matters and legislation.
- (b) To prepare such reports as may from time to time be required.
- (c) To collect labour statistics on wage rates and hours of work.

##### *Judicial*

- (a) To settle claims for Workmen's Compensation under the Workmen's Compensation Ordinance or if amicable settlement is not possible to bring such claims before the Arbitrator.
- (b) To hear and decide claims by labourers against their employers for unpaid wages, wages in lieu of notice, maternity allowances, etc., irrespective of the amount claimed and to enforce the order when made.
- (c) To prepare labour legislation.

##### *Enforcement*

- (a) To inspect all places where manual workers are employed.
- (b) To administer the Labour Code in all its facets, and to inspect all places of employment.
- (c) To improve housing conditions at places of employment.
- (d) To administer and enforce the Weekly Holidays Ordinance.



- (e) To administer and enforce the provisions, regarding labour and employment in public entertainment, of the Children and Young Persons Ordinance.
- (f) To enforce the Employees' Provident Fund Ordinance.

### *Industrial Relations*

- (a) To foster the development and recognition of Trade Unions.
- (b) To assist in the encouragement of the formation of Works Committees and other Industrial Machinery.
- (c) To endeavour to prevent disputes arising, and, when they do arise, to endeavour to settle them by conciliation methods.
- (d) To administer the Industrial Courts Ordinance regarding reference of disputes to Arbitration and the setting up of Courts of Inquiry.

### *Employment and Training*

- (a) To run an Employment Exchange Service.
- (b) To investigate existing vocational training and to make recommendations regarding possible improvements.
- (c) To find work for certain categories of discharged Special Constables.
- (d) To enquire under the Employment Information Ordinance into hours of work and working conditions of non-Government clerks and employees in shops, restaurants and theatres.

### *Miscellaneous*

- (a) To repatriate to India South Indian labourers entitled to a free passage under the Labour Code.
- (d) To make recommendations to Government regarding release or rehabilitation of Indians detained under the Emergency Regulations and to find work for such persons.
- (c) Generally to advise labourers or employers who need advice.

Certain junior officers do not have full powers under all the laws which are administered by the Labour Department, and in the Labour Code particularly there are certain sections for which power is vested in the Commissioner for Labour only.

There is at present little specialisation and all officers do all aspects of labour work.

The Department of Labour is not concerned with the following duties:

- (i) The inspection of machinery, boilers and safety devices for the protection of workers.
- (ii) The registration of trade unions under the Trade Unions Enactment of 1940.



- (iii) Stimulating the formation of Trade Unions.
- (iv) Welfare generally.
- (v) Housing conditions in municipal areas.

The Headquarters of the Department is in Kuala Lumpur and there are Field Offices in Sungei Patani (Kedah); Penang; Taiping, Ipoh, Tapah and Teluk Anson (Perak); Kuala Lumpur and Klang (Selangor); Seremban (Negri Sembilan); Malacca; Muar, Kluang and Johore Bahru (Johore); Kuantan and Bentong (Pahang); and Kuala Krai (Kelantan). The establishment of the Department has expanded considerably in the past 5 years,—an expansion due as much to the increase in existing duties as to the new social legislation and social security measures which have been enacted in that period.

#### *Employment Exchange Service*

The planned expansion of the Employment Exchange Service was severely curtailed during the year owing to the reduced financial provision available. However, by the latter half of the year seven Exchanges were functioning at Penang, Ipoh, Kuala Lumpur, Klang, Seremban, Malacca and Johore Bahru. The Exchanges cater for both men and women seeking employment and deal with all types of vacancies.

Applicants for work of all races registered at the Exchanges. 29,782 persons registered for the first time during the year, 23,585 men and 6,197 women. Of the men 9,642 were Malays, 5,791 Chinese and 7,744 Indians, of the women 1,211 were Malays, 4,127 Chinese and 731 Indians.

As the Exchanges became established it became apparent that more Employers were realising the value of the Exchanges as a labour mart where a selection of applicants for their vacancies could be obtained. The chief clerks and foremen of many establishments however continued to be the main agencies of labour recruitment and most Chinese employers continued staunch to their traditional means of recruitment.

Lists of outstanding vacancies known to the Department were circulated monthly to all Labour Offices. These vacancies were in the main notified by Estates and revealed a continued shortage of rubber tappers. At no time during the year was there need for a good tapper to be unemployed.

A sub-committee of the Federal Labour Advisory Board was appointed to act as a Federal Advisory Committee to Exchanges. At the end of the year arrangements were in hand for forming local advisory committees to be attached to the Penang, Ipoh and Kuala Lumpur Exchanges.

The Department continued to assist in finding work for demobilised Special Constables. The task was not made easier by the lack of suitable qualifications of the ex-Special Constables, by their unwillingness to take employment on estates and mines, and by the almost universal desire to be provided with posts with Government or semi-Government organisations.

During the year the Department was asked to find suitable employment for 52 Indian detainees after rehabilitation—approved employment being a condition for their release. At the end of the year 51 had been successfully placed.

Details of the work of the Employment Exchanges during 1954 are given in the following summary:

Name of Office	Period	No. of job-seekers registering for the first time			No. of vacancies notified	No. of vacancies filled
		Men	Women	Total		
Penang ... ..	1954 ...	4,272	1,139	5,411	1,065	730
Ipoh ... ..	Opened on 28-1-1954 ...	3,324	676	4,000	863	716
Kuala Lumpur ... ..	1954 ...	9,154	2,946	12,100	2,850	2,351
Klang ... ..	Opened on 8-2-1954 ...	2,584	703	3,287	1,084	997
Seremban ... ..	Opened on 17-5-1954 ...	877	36	913	255	228
Malacca ... ..	Opened on 1-4-1954 ...	1,434	218	1,652	435	200
Johore Bahru ... ..	Opened on 20-2-1954 ...	1,940	479	2,419	776	461
Totals ...		23,585	6,197	29,782	7,328	5,683

### *Employees Provident Fund*

The Department is responsible for the enforcement of the Ordinance and this is done not by means of specialist inspectors but through the normal machinery of the Department. It would be a waste of time and money if special E.P.F. inspectors travelled long distances to inspect places of employment when those places of employment have to be inspected in any case by officers of the Labour Department. The Department is provided each month with a list of defaulters and this list is investigated by the officers of the Department. Those employers who are found to be in default are called upon to pay, and if they refuse, are prosecuted. More than a million dollars was recovered in this manner. There were 79 prosecutions of employers for failing to remit subscriptions.

In addition to dealing with arrears, officers of the Department who go on inspections always investigate whether the E.P.F. subscriptions are being properly calculated and being properly remitted. Further, a constant watch is kept on places of employment to ensure that there is no place of employment which should be sending in subscriptions but which does not in fact do so.



Considerable difficulty has been experienced in dealing with cases where labour is employed by persons who at first sight appear to be contractors. In such cases it is often difficult to prove who is the employer or, in fact, if there is an employer at all. It would seem that in some cases the gangs of labourers are in fact self-employed persons.

#### *Children and Young Persons Ordinance*

The work of safeguarding the conditions of employment of children and young persons also continued. In particular, many licences under the Children and Young Persons Ordinance were issued for children to perform in public entertainment. Close liaison was maintained with the Singapore Labour Department as many travelling troupes enter the Federation from Singapore.

Two persons were prosecuted for allowing children to work at night, three people for offences involving the issue of licences for children to perform in public. There were also two other prosecutions for miscellaneous offences against the Ordinance.

#### *Labour Court*

Under Section 93 of the Labour Code officers of the Labour Department are empowered to hear and decide claims by labourers against their employers, relating to conditions or periods of employment, advances of goods or money, wages, maternity allowance, etc. irrespective of the amount so claimed. The advantages of this procedure are that both the employer and the employee have the case heard speedily without the expense and waste of time incurred in going to Court.

During 1954, 6,547 labourers made use of the Labour Court and sums totalling \$527,623 were ordered to be paid. Of this amount \$359,408 was known to have been paid by the end of the year as a result of these orders. The difference between these two figures is due to the fact that the Department is not always able to recover money due from the employer to his labourers, by reason of bankruptcy or inability of the employer to pay, or occasionally his total disappearance. In addition, it often happens that the parties settle matters amongst themselves and do not report the figure at which settlement was reached.

The parties to labour cases heard in a Labour Court have a right to appeal to the Supreme Court within 14 days. During 1954 there were 3 appeals, 2 of which were dismissed and one referred back for further enquiry on certain points.

#### *Weekly Holidays Ordinance*

The Weekly Holidays Ordinance, 1950, which came into force in October, 1951, continued to be enforced by the Department throughout the year. The law is, on the whole, being well observed, and only a



small minority of shops endeavour to flout it. It would be still better observed if the shop assistants, for whose benefit it was introduced, would co-operate with the Department in enforcing their rights.

During the year, 185 persons were prosecuted for failing to close on the appropriate day and 116 persons for other offences against the Ordinance.

### *Employment Information Ordinance*

For some considerable time there has been an agitation in the Press that working conditions in shops and restaurants, particularly those in which Indians are employed, are unsatisfactory.

In June and July, 1954, some 115 shops and restaurants throughout the country were inspected by officers of the Department using the powers conferred on them by the Employment Information Ordinance. This Ordinance was passed in 1953 with the express purpose of permitting Labour Officers to enter shops, restaurants, theatres and non-Government offices. Prior to the introduction of this Ordinance Labour Officers had no powers to check conditions of employment in such places.

A report, and recommendations made as a result of this survey, have been placed before the Labour Advisory Board for advice as to what further measures are necessary.

### *Inspections*

It is the aim of the Department to increase inspection work so that each place of employment can be inspected at least once a year. The Department concentrates on estates of over 25 acres, on mines, and on other places of employment where there are more than ten employees. Of such places the Department has listed 7,431, but it is probable that there are still a few which have been overlooked. Of these 5,743, or 77 per cent., were fully inspected during 1954; that is to say a full inquiry was carried out on the spot into all the employment conditions, including those listed above. The total labour force on all these places of employment was about 328,300. The number of places inspected compares favourably with the total figure of 3,482 for 1953. Due to the better organisation of inspection programmes, the mileage travelled to carry out the inspections has been no greater than it was in 1953. The Department has also begun to inspect some of the smaller miscellaneous places of employment and inspected 285 of these. As the Department's lists of such places becomes more accurate, the number of inspections will increase.

One of the big changes which is everywhere apparent throughout the country is the almost virtual disappearance of the unskilled earth-worker and the great decline in the number of unskilled grass-cutters.

Before the war vast numbers of earth-moving labourers were employed with hoes and baskets on road construction work, in mines, and in many other places. When there was unemployment in the tin and rubber industry, it was not difficult to employ the surplus labour on this type of work, and it was not uneconomic to do so. But now the bulldozer and earth-moving equipment have rendered such labour obsolete. In place of hundreds of labourers with hoes and baskets two or three bulldozers driven by a small number of skilled drivers do the work at 1/3rd of the cost. Until recently the Town Boards and other Government employers employed large numbers of persons to cut grass, for example, by the sides of the roads, with scythes and knives, and the golf-swing action used by some of these grass-cutters was a well-known feature of the countryside. Now this work is being done more and more by motor mowers and the number of grass-cutters has decreased considerably. These changes will make it much more difficult to provide economic work for large numbers of unemployed should the necessity to do so arise in the future.

### *Labour Legislation*

A new Employment Bill to replace the present Labour Code was drafted at the end of 1952 and presented to the Legislative Council in 1953. In July, 1953, it was referred to a select committee and is still under consideration by that body.

No new labour legislation was introduced in 1954, although a number of minor amendments were made to existing laws; namely the Employees Provident Fund Ordinance and the Emergency (Civilian Injuries Compensation) Regulation.

No wage regulation orders have been made by the Governor-in-Council under the Wages Councils Ordinance, 1947.

## SAFETY, HEALTH AND WELFARE

### *Workmen's Compensation Ordinance*

The Workmen's Compensation Ordinance which came into force on 1st April, 1953, continued to be enforced by officers of the Department throughout the year. The provisions of the Ordinance are being observed by both workmen and employers, but it was necessary during the year to prosecute 25 employers for failure to report accidents. In all 6,826 cases were completed during 1954 resulting in \$1,628,959 being paid to injured workmen or to their dependants. These figures cover all types of accidents. At the end of the year a further 1,972 cases were pending. Further details of the cases handled in 1954 can be found in Tables E and F.



TABLE E  
NUMBER OF WORKMEN'S COMPENSATION CASES COMPLETED IN 1954

State/Settlement	Fatal Cases			Permanent Disability Cases			Temporary Disability Cases			Total Amount Paid \$
	No. dealt with	Amount Paid \$	Number Pending	No. dealt with	Amount Paid \$	Number Pending	No. dealt with	Amount Paid \$	Number Pending	
Kedah ...	12	48,896.52	10	29	35,478.69	12	579	19,179.71	135	103,554.92
Penang ...	8	30,881.88	9	42	36,245.35	12	844	30,004.73	25	97,131.96
Perak ...	39	176,408.06	39	73	105,520.32	135	777	55,871.14	238	337,799.52
Selangor ...	39	163,460.03	54	151	205,352.77	30	1,887	94,201.28	427	463,014.08
Negri Sembilan ...	21	58,485.35	15	57	85,332.92	12	459	23,932.11	233	167,750.38
Malacca ...	5	18,366.00	2	25	25,373.47	6	229	14,444.34	31	58,183.81
Johore ...	31	116,713.78	38	75	82,983.81	28	905	36,635.54	277	236,333.13
Pahang ...	14	55,799.02	11	13	18,324.65	6	330	13,730.78	126	87,854.45
Trengganu ...	5	26,734.00	9	40	33,590.94	6	96	5,396.04	25	65,720.98
Kelantan ...	1	2,880.00	3	7	6,272.59	3	33	2,462.94	17	11,615.53
Total ...	175	698,624.64	190	512	634,475.51	250	6,139	295,858.61	1,532	1,628,958.76

## NOTE:

Columns 1, 2 and 4, 5 and 7, 8 and 10, 11 show details of cases *completed* during the year.

This means—

(a) *Fatal Cases*: Money deposited and distribution order signed.

(b) *Permanent Disability Cases*: Money paid and memorandum of agreement recorded.

(c) *Temporary Disability Cases*: Where half monthly payments have ceased and the case has been closed.

All cases that have not reached the stages shewn above are pending.



TABLE F  
CLASSIFICATION OF WORKMEN'S COMPENSATION  
CASES REPORTED IN 1954

	Non-fatal		Fatal		Total	Percentage	
1. Prime movers ...	6	...	—	...	6	...	.08
2. Transmission machinery	20	...	—	...	20	...	.28
3. Lifting machinery	47	...	—	...	47	...	.65
4. Working machinery	296	...	6	...	302	...	4.20
5. Railways ...	55	...	3	...	58	...	.81
6. Ships ...	31	...	2	...	33	...	.46
7. Vehicles ...	389	...	47	...	436	...	6.06
8. Explosions; Fire...	69	...	5	...	74	...	1.03
9. Poisonous, Hot or Corrosive Substances ...	171	...	6	...	177	...	2.47
10. Electricity ...	30	...	5	...	35	...	.49
11. Falls of persons ...	1,299	...	41	...	1,340	...	18.64
12. Stepping on or striking against objects ...	1,146	...	7	...	1,153	...	16.04
13. Falling objects ...	1,792	...	53	...	1,845	...	25.67
14. Falls of ground ...	63	...	8	...	71	...	.99
15. Handling without machinery ...	228	...	—	...	228	...	3.17
16. Hand tools ...	656	...	2	...	658	...	9.15
17. Animals ...	153	...	6	...	159	...	2.21
18. Miscellaneous ...	515	...	31	...	546	...	7.60
Total ...	6,966	...	222	...	7,188	...	100.00

The Labour Department, together with the Department of Machinery, is concerned with the large number of fatal accidents which occurred during the year. Attempts are being made to try to persuade some of the large employers to interest their Works Committees, where they exist, in the question of safety measures, and where Works Committees do not exist, to try and promote Safety Committees. It is interesting to note that many of the accidents which occurred during the year were a direct result of disobedience on the part of the worker to Standing Instructions promulgated for their safety.

At the close of the year, investigation with regard to the necessity for the inclusion of Silicosis in the list of occupational diseases was being made. It had previously been believed that this disease did not occur in the Federation.

#### *Accommodation*

During the year steady progress has been made by employers in providing new and better housing for workers on estates and mines; approval was given by the Department for the erection of 4,595 new

family units and for the conversion of old lines to 1,424 units of modern accommodation. Many of these conversions provide a greater floor space than that which is required for new lines.

Over the past five years 28,610 new units or good conversions have been approved by the Department. This is sufficient to house about 60,000 workers. There is still however much to be done as about 21 per cent. of all accommodation on Estates still consists of the old back to back barrack line of rooms 10 ft.  $\times$  10 ft. or 10 ft.  $\times$  12 ft. in area.

### *Health*

Anaemia in Malaya is widespread and often severe, particularly among Indian workers employed on Estates. This continues to be given close attention by the Medical Department.

The present low incidence of malaria is maintained by continuing active control measures such as the use of Paludrine, and D.D.T. spraying.

Special mention must be made of the Negri Sembilan Health Council which is the only body of its kind in Malaya at present and was formed by members of the Health Week Committee who felt that health work should not be restricted to one week out of 52 but that a continued and co-ordinated scheme was required permanently in order to educate people in health matters. It was, therefore, decided to form this fresh organization called the Negri Sembilan Health Council in August, 1954. Its proposed aims are generally to stimulate interest in health measures, nutrition, control of diseases, housing, personal hygiene, sanitation, ante-natal treatment, etc. The Council considers that estate labourers are a group for which much can easily be done and therefore formed a special committee to consider health on estates. Its members consist of representatives from Employees, Trade Unions, the Planters' Association, the Health Office, the Health Matron, an estate Visiting Medical Officer, and the Deputy Commissioner for Labour. The Committee now publishes bimonthly a very excellent free booklet called "Community Health".

### *Unemployment*

There is at present no system of measuring the extent of unemployment or under-employment in Malaya. Indeed without a fully comprehensive Unemployment Benefit Scheme embracing all categories of workers it is difficult to see how accurate figures relating to unemployment can be obtained.

During 1954 many cases were reported where estates were unable to bring their labour force up to strength. In most cases these estates were



situated either in isolated or unpopular areas. It can be safely said that during the year no good tapper needed to go without a job, but that in certain areas field workers found it difficult, but not impossible, to obtain work to their liking. Estates generally continued to prune their labour force of those members who had proved themselves to be unproductive or poor workers.

There is no system of unemployment relief, although when the price of rubber was low a committee appointed by Government did investigate the matter and made recommendations to Government.

#### INDUSTRIAL TRAINING

##### *Apprenticeship and Vocational Training*

There is little regulated apprenticeship in the Federation of Malaya other than that provided by the Technical Departments of Government. In private industry, which is largely composed of small establishments, training is in the main haphazard. Youths usually pick up a trade by watching and assisting a skilled artisan. When they have acquired a modicum of skill it is not unknown for some of them to obtain work with another employer in a semi-skilled capacity in order to earn a better wage. Eventually some become skilled through the vagaries of practical experience, and not on account of any regulated apprenticeship to specific craft standards. Despite this, the standard of empirical skill reached by the best type of Chinese mechanic and by some other types of Chinese craftsman is high, and the Federation is extremely fortunate to have these skilled workmen available. What is needed now is to improve the standard of instruction.

Vocational Training is given in Junior Technical Trade Schools administered by the Education Department. There are four schools situated at Penang, Ipoh, Kuala Lumpur and Johore Bahru. The courses last for three years and train mechanics, electricians, building workers, cabinet makers and tailors. A fifth institution, the Techni-factory in Kuala Lumpur, also gives training in cabinet-making and woodwork.

A Technical College situated in Kuala Lumpur provides technical assistants for Government Departments, giving advanced post secondary school technical education in engineering subjects.

The Rural and Industrial Development Authority is empowered to promote certain forms of training for Malays in skilled and semi-skilled trades.

The International Labour Office has been requested to provide under its Technical Assistance Programme for 1955 the services of an expert to advise on technical education and apprenticeship.



*Training Within Industry*

A proposal that the Training Within Industry system of instruction of supervisors should be introduced into the Federation has been under consideration for several years. The International Labour Office has offered to send an expert to the Federation to do the initial training should the Federation be able to make available an officer to carry on his work. The Federation Government has not yet been able to agree to the proposal, largely on financial grounds. Many Government Departments, however, are not yet satisfied that the introduction of T.W.I. principles would be of value to them.

## Part III

### MACHINERY DEPARTMENT

The Machinery Department comes within the portfolio of the Member for Industrial and Social Relations, and is responsible for the administration and enforcement of the Machinery Ordinance, 1953. This is primarily an enabling Ordinance “relating to the construction, installation, operation and inspection of machinery and to regulate the control and working thereof so as to ensure the safety, health and welfare of workers thereon.”

New Regulations were drafted during the year and circulated for comment to various Government Departments, Chambers of Commerce and Mines, and other interested organisations. Most replies had been received by the end of the year and it is expected that the Regulations will be placed before Executive Council during the coming year. Meanwhile the Rules under the repealed Federated Malay States Machinery Enactment remain in force and are extended to all other States and Settlements. The draft Regulations embrace provisions relating to—the qualifications of persons permitted to take charge of steam boilers, prime movers and dredges; the design, construction and operation of steam boilers, prime movers, unfired pressure vessels, lifts, cranes and other hoisting machinery, transmission and driven machinery and gas cylinders; safety devices and fittings; the removal of dangerous and objectional fumes and dust; lighting and ventilation; nuisances; the training of operators and machinery and processes on which women and young persons must not be employed; first aid equipment and other allied subjects.

The establishment comprises a Chief Inspector, a Deputy Chief Inspector and 11 Inspectors, with three leave reserves. Since the war it has not been found possible to recruit and retain suitable officers to fill the establishment. Two officers left during the year, and only one was recruited, so that at the end of the year there were three vacancies as

against two at the beginning. Branch offices were maintained at Penang, Taiping, Ipoh, Kuala Lumpur, Kuantan, Seremban, Muar and Johore Bahru, with the Headquarters office at Kuala Lumpur.

The Ordinance prescribes that certain categories of machinery shall be thoroughly inspected every year, and during 1954, 11,562 such inspections were made as compared with 10,237 in 1953. Inspectors also carried out 930 inspections other than annual inspections. These inspections entailed 6,338 visits to factories, mines, estates, etc., and Inspectors travelled 84,000 miles by road alone for this purpose. Fees are charged for annual inspections and largely pay for the cost of running the Department. In very few cases were the activities of communist terrorists allowed to interfere with inspections and then only at the behest of the Security Forces. The following table gives details of inspections:

Annual Inspections				Other inspections and tests			
Steam Boilers	...	...	624	Steaming Inspections	...	...	100
Prime Movers	...	...	4,536	Extra Visits	...	...	207
Pressure Vessels	...	...	1,692	Surprise Visits	...	...	511
Installations	...	...	4,710	Hydraulic Tests	...	...	112
<hr/>				<hr/>			
Total	...	...	11,562				930





Learning the theory of the defence of a village

*Home Guards in Training*

Method of approaching and searching a wounded or dead terrorist







*left*  
One of the main  
distributary canals

*Drainage and  
Irrigation. The  
Kubang Pasu  
Scheme, Kedah*

*below*  
Main headworks





Regulations is discovered and a prosecution made. In a number of cases, guards and methods of working which were thought to be reasonably effective by the Department have been shown to be not so, and as a result of the experience so built up, a higher standard of inspection and safety is attained.

A total of 322 accidents were reported during the year. Of these 113 were considered of sufficient importance to warrant investigation. Details are as follows:

(a) Total No. accidents reported	...	...	...	...	322
(b) No. investigated	...	...	...	...	113
(c) No. involving death	...	...	...	...	8
(d) No. involving grievous hurt (other than death)	...	...	...	...	82
(e) No. involving permanent disability (other than death)	...	...	...	...	38

For the sake of comparison the accidents investigated since 1950 which involved death or grievous hurt are as follows:

1950	...	1951	...	1952	...	1953	...	1954
78	...	82	...	66	...	98	...	90

As the introduction of the Machinery Ordinance, 1953, widened the scope of the machinery law considerably (Kedah, Perlis, Kelantan and Trengganu were then included) and as there has been a very large increase in the volume of installed machinery in the Federation over this period, these figures are considered very satisfactory.

The standard of safety is gradually improving. Employers are taking more interest in the safety of the employees and several of the larger firms have approached the Department for advice and literature on Works Safety Committees.

The decrease in the number of circular saw accidents reported last year has been maintained. The effectiveness of the new design of "tunnel" guard fitted to the rolls of rubber estate sheeting batteries has now been completely established. This guard was introduced in 1951, and although many were badly fitted and subsequently condemned by Inspectors, it is now most unusual for an accident to occur on such machinery. There has been no decrease in rate of production of sheet rubber as was at one time feared, and all makers of such batteries have incorporated the tunnel type guard in their standard design. This problem can now be considered to be satisfactorily and permanently solved.

In 1953, because of similar and periodic accidents on estate rubber laminating machines, the Chief Inspector ordered that the tunnel type guard should be fitted to all such machines. In some districts it was reported that they were unsuitable and interfered with production, but as a result of investigations by Inspectors it was discovered that the cause of the difficulties was that the estates concerned were using an



excessively high concentration of chemical in the pre-laminating treatment. On reduction to the proper proportion the difficulties disappeared and during 1954 only one such accident was reported. This is particularly gratifying in that operators of these machines are usually women and young persons.

In 1953, the Chief Inspector ordered that an approved form of platform type guard be fitted to all rubber estate creping machines. By the end of 1954, all such machines were so fitted and there has been a corresponding and gratifying decrease in accidents thereon. Although the machines are still not 100 per cent. foolproof, the guards do keep down both the frequency and severity of accidents.

Difficulties in operating with platform guards were experienced by the Chinese rubber millers, and they appealed against the order to fit them on the grounds that their methods of milling were essentially more complicated than those in estate factories. After discussions and investigation their arguments were accepted. The time spent was not altogether fruitless in that the millers agreed to experiment with a mechanical feeding device for the macerator machines which subsequently proved extremely successful. These machines are the most dangerous of all in a creping battery. The idea was to obviate the necessity for the operator to press the scrap into the mesh of the rolls with his hands—a fruitful source of accident, often resulting in the loss of a hand. A prototype of a Sumatra design was made and tried out. It doubled the rate of feeding, with less fatigue, and made an immediate appeal to the Chinese millers, both owners and workers. This is an example of a safety measure resulting in an increase in production and hence efficiency.

The guarding of rubber calenders as used in the shoe manufacturing industry is still unsatisfactory. Experiments are being made but there are many difficulties to be overcome. Standards of guarding in sawmills are disappointing. Both employers and workers appear to be not very interested in such matters. Fortunately there have not been the number of serious accidents there were in previous years. With the increased use of machinery in the furniture and building trades, there has been an increase in accidents on planing and moulding machines. There has also been an increase in accidents on presses of which there is a growing number in the Federation, mostly engaged on box and can manufacture. These machines are sometimes extremely difficult to guard so as to make them reasonably foolproof. Transmission machinery took its usual toll of accidents but in most cases the cause of the accidents was an improper use, or disregard of the safety devices provided, or an unsafe method of operation. Much work requires to be done to educate both management and workers in these matters.

The most serious explosion was that of an underfired tobacco drying table—technically a steam boiler. The vessel had been manufactured by a local workshop completely ignorant of the basic principles involved and without any reference to the Department. It was quite unsuitable for the purpose intended and violently exploded shortly after being put to use. One attendant was killed instantly and another badly scalded by the escaping steam. Both the makers and the users of the vessel were subsequently charged and convicted of offences under the Ordinance.

Another explosion concerned a pressure vessel—a vulcaniser at a rubber shoe factory, whereby the door was blown off, fortunately injuring only one person, but causing considerable damage. Enquiry failed to show conclusively the real cause of the accident, but it was thought that certain door fastening bolts had been defective prior to the explosion, thus overloading the remainder, with resultant rupture. That the vessel had also been subject to an air pressure greater than that authorised by the Department was suspected, but could not be proved.

Another explosion which might have had much more serious consequences occurred in a palm oil estate factory. The bottom header of a vertical steam steriliser failed, fortunately only scalding one attendant, but causing considerable damage. A combination of circumstances caused the accident—undetected corrosion in the header itself, and a defective safety valve and reducing valve. The defects in the valves would undoubtedly have been discovered had an Inspector been able to make a steaming inspection, but the staffing position is such that such statutory inspections cannot be undertaken, without adversely affecting the number of annual inspections.

While the number and severity of accidents on dredges may be considered to be not unsatisfactory in view of the hazards involved in the operation and maintenance of this equipment, it is considered that improvements in the methods of working are still possible.

Fourteen accidents resulting in serious damage to plant were reported. Nine of them involved “diesel” engines, and in seven of these cases the engine crankshaft failed—not so many as in previous years. Three such accidents caused injury to persons by explosion, as referred to above.

Very little damage was caused to machinery and factory buildings by communist terrorist action. Prior to 1953 in the Kinta Valley, Perak, such action often caused serious losses to the Chinese miners concerned.

During the year four steam boilers and three unfired pressure vessels were condemned as unfit for further use. The maximum working



pressure allowed was reduced in respect of ten steam boilers and four unfired pressure vessels because of general deterioration.

In 50 cases, defects were discovered in machinery in respect of which there was a current certificate of fitness, which were so serious that the certificate was suspended and further operation prohibited until appropriate repairs were effected.

By and large, importers of machinery are beginning to appreciate their obligations under the Ordinance in respect of machinery sold without proper safeguards, and there is increasing co-operation with the Department.

Problems connected with the suppression of dust and fumes are beginning to be discovered in the Federation. As yet there is no evidence of a serious danger. The most important is the suppression of dust arising from the operation of stone crushing plant, and information is being obtained about this difficult problem. Co-operation with the Public Works Department, which operates most of this equipment, is excellent.

Several complaints regarding nuisance caused by the use of machinery were investigated. Such complaints are usually caused by excessive noise or vibration. One complaint related to the contamination of kampong drinking and washing water by rubber factory effluent.

There were 54 prosecutions in the Courts for contravention of the Ordinance or Rules, 51 of them successful.

Forty-one new steam boilers were installed during the year, of which 30 were of British manufacture. The others were mostly made in the U.S.A. Now that deliveries are better from the United Kingdom, there is not the same incentive for owners to purchase from America. The modern tendency is for new steam boilers to be equipped for oil firing, which, while to be commended because it is more efficient than the older methods of handfiring by wood or Malayan coal, will undoubtedly cause more work for the Department due to the inherent dangers in the use of oil fuel.

Five hundred and ninety-six new compression—ignition oil engines were installed during the year, 428 of them of British make (aggregate of 36,056 H.P.). The remaining 168 (16,543 H.P.) were mainly of U.S.A. or German manufacture. The European estate and dredging industries rely on British engines and the Chinese mining industry favours American and Continental engines. No doubt the terms of sale and after-sales service influence the purchaser in his choice. In respect of design, the higher speed and more portable type of engine is now thoroughly established in the mining industry. As yet there are no gas turbines in the Federation.

Two hundred and sixty-three new unfired pressure vessels were installed during the year, of which 215 were British or Malayan make (capacity 23,454 cu.ft.) and the rest of American or Continental origin (48 of 1,096 cu.ft. capacity). Most of the Malayan vessels were made for latex pumping plants to plans approved by the Department. In many cases the design had to be strengthened before approval could be given. Whilst unfired pressure vessels from the United Kingdom almost always comply with the requirements of the relevant British Standard Specification, many of foreign manufacture do not, and therefore cannot be granted certificates of fitness for the maximum working pressure which the purchasers required.

In the rubber plantation industry, estates still tend to produce latex instead of smoked sheets. A very large latex concentrate factory was under construction in Malacca at the end of the year. A considerable number of scrap milling factories remained closed or only on part time work during 1954, owing to the drop in the price of rubber and difficulties with the Indonesian authorities. A few estates are manufacturing "cyclised" rubber for shoe soles. The standard continuous sheeter is unsuitable for this and therefore has to be adapted. A factory for making foam rubber was erected during the year. A highly mechanised coconut oil mill equipped with new British machinery commenced operations. New types of machinery for palm oil extraction was installed in a new factory in Johore. What is understood to be the only gutta percha factory in the British Commonwealth is having to cut out its gutta percha and replant with rubber because of the advent of polyvinyl chloride for the manufacture of submarine telegraph cables. The synthetic product is reported to be superior to gutta percha for this purpose.

There has been a considerable increase in mining activities in Johore particularly around Bakri, where columbite has been found. Bauxite is again being mined in Johore. More interest in new mechanical methods is being evinced in Chinese mining circles. A scheme installed in Negri Sembilan consisted of a rotary screen and jigs mounted on trailers. Excavators dumped into a hopper which fed the screen. The screened material was then pumped into the jigs. Owing to an over-valuation of the ground when boring, the scheme was unfortunately unsuccessful and the mine closed down. Reports from Perak indicate that an attempt to eliminate the use of the costly palong on Chinese gravel pump mines by means of jigs was also unsuccessful.

An American design of automatic welding machine has been introduced into the dredging industry with marked success. The initial cost of the machine is quickly recovered in savings on new bucket



pins and ladder rollers alone. It is also understood that a new American design of magnetic ore separator has been very successful.

There has been a further increase in electric supply as a result of the Central Electricity Board's expanded activities. The Perak River Hydro Electric Company has increased its Batu Gajah thermal power station capacity. This has resulted in an increase in the number of electrically-powered installations, and a reduced rate of increase of installations powered by oil engines. Generally speaking, there is a fairly continuous conversion to electric power, e.g., steam dredges, and as would be expected, increased electric supply results in an increase in the use of power driven machinery.

The following table shows the number of factories, mines, estates, workshops, etc., in the Federation which were visited during the year by Inspectors in the course of their duties.

#### NUMBER INDUSTRIES USING MACHINERY

Aerated water factories	...	...	...	...	64
Aluminium products factories	...	...	...	...	4
Biscuits and bakeries	...	...	...	...	62
Brickworks	...	...	...	...	37
Brush-making factories	...	...	...	...	8
Boat-building yards	...	...	...	...	2
Cement works	...	...	...	...	1
Cloth weaving factory	...	...	...	...	1
Coir fibre factory	...	...	...	...	1
Concrete products works	...	...	...	...	8
Distilleries	...	...	...	...	5
Electro-plating shops	...	...	...	...	17
Engineering workshops	...	...	...	...	500
Fertilizers factories	...	...	...	...	6
Food canning factories	...	...	...	...	3
Glass polishing shops	...	...	...	...	26
Goldsmiths	...	...	...	...	8
Gutta percha factory	...	...	...	...	1
Ice and cold storage plants	...	...	...	...	83
Jelutong factory	...	...	...	...	1
Latex bulking plants	...	...	...	...	25
Latex knife factory	...	...	...	...	1
Laundries	...	...	...	...	6
Match factories	...	...	...	...	2
Mills—Rice	...	...	...	...	332
Rice products	...	...	...	...	102
Coffee	...	...	...	...	148
Flour	...	...	...	...	57
Oil	...	...	...	...	120
Sago	...	...	...	...	70
Miscellaneous	...	...	...	...	180

Oxygen and acetylene works	...	...	...	2
Palm oil factories	...	...	...	33
Pewter ware factory	...	...	...	1
Potteries	...	...	...	6
Printing works	...	...	...	153
Pineapple canning factories	...	...	...	4
Quarries	...	...	...	134
Rubber factories estate	...	...	...	787
Rubber goods factories	...	...	...	29
Rubber mills	...	...	...	77
Sawmills	...	...	...	307
Soap factory	...	...	...	1
Tobacco factories	...	...	...	92
Tanneries	...	...	...	3
Tea estate factories	...	...	...	16
Tin can and drum factories	...	...	...	9
Tyre retreading shops	...	...	...	84
Wire fencing works	...	...	...	3
Woodworking shops	...	...	...	157
Paper mill	...	...	...	1
Plastic factories	...	...	...	2
Sauce factories	...	...	...	2

## Part IV

### INDUSTRIAL RELATIONS

#### TRADE UNIONISM

##### *General Review*

1954 has been yet another year of growth in experience and stature for the Trade Union Movement. There has been a marked progress in the work of expansion and consolidation of the trade unions.

Continued efforts have been made to increase and maintain the membership strength of the unions and new fields of organisation have often been explored. The drive started towards the end of 1953 to organise Chinese and Malay workers, particularly in the planting and mining industries, has gone on and success achieved during the year encourages its continuation. The special "Trade Union Months" organised in Malacca and Perak have resulted in an appreciable increase in membership of some of the trade unions in those areas. At the end of the year there were 239 registered trade unions and 26 unions pending registration with a total membership of 119,985. This shows an increase of 7,043 over the 1953 figure which was 112,942.



Among the 19 trade unions that were placed on the Register during 1954, were three Federations of employees' unions of which two—the Federation of Indian School Teachers' Unions and the Pan-Malayan Federation of Transport Workers Unions—were newly registered and the other, the Pan-Malayan Federation of Clerical and Administrative Staff Unions whose certificate had previously been cancelled, was restored to the Register in June, 1954.

Of the 19 unions whose certificates of registration were cancelled during the year, four unions, all catering for the same category of workers but previously functioning as separate unions, had to surrender their individual certificates after becoming amalgamated into and registered as the Malayan Postal Uniformed Staff Union; five other unions allowed their certificates to be cancelled with their membership having been transferred to other larger organisations catering for similar trades or occupations.

The inaugural conference of the country's largest single union—the National Union of Plantation Workers—was held at Kuala Lumpur on November 2nd, 1954. This union is an amalgamation of five of the principal unions catering for the daily-rated workers in the Planting Industries. Since the inauguration of this National Union, steps have been taken to establish its Branches in the various States/Settlements and at least two such Branches, in Malacca and Johore, were formally inaugurated before the end of the year.

Of the other groups of unions with similar occupational and industrial interests that have long been considering their organisational position and strength the unions in the following groups, by the close of the year, were either in the actual process of amalgamation or have agreed in principle the need to move towards closer organisational unity:

Teachers in Government and Aided Schools, Malayan Railwaymen, Government Clerical Services, Government Medical Employees, Central Electricity Board Employees, Daily-rated Government Workers in Malacca and Johore, Estate Staff and Mining Workers.

#### *Malayan Trade Union Council*

The Malayan Trade Union Council, a central Trade Union body, was formed in 1950. It has been recognised as a representative body of both organised and unorganised workers in the country. It has representatives on the Federal Legislative Council, the Federal Labour Advisory Board and on other public bodies where representation is given to labour. The M.T.U.C. is affiliated to the International Confederation of Free Trade Unions which is recognised by the United Nations as speaking for international labour.

Compared with its steady progress and achievements during the previous years, 1954 has apparently been a year of inactivity for the Malayan Trade Union Council. The year closed without even its Annual Delegates Conference being called, which in accordance with its constitution should have been held in the month of June.

Inadequate finances, with the consequent administrative problems, which in turn created difficulties of proper liaison on the ground between the M.T.U.C. and the affiliated unions, appear to have been the main reasons for the inability of the M.T.U.C. to carry on with its normal activities and to provide the services to its affiliates it was set up to provide.

All the Officers of the M.T.U.C. are still voluntary officers. While it is possible for voluntary officers to provide the lead and the direction, it is impossible for the day-to-day work and administration of such a large and rather unusual form of organisation as the M.T.U.C. to be performed properly and efficiently without wholetime paid officials and a secretariat. Without the latter, which in turn is possible if only there is sufficient income, the organisation can produce no effective results and if at the same time and parallel with the weakness of administration, the main officials are unable to spare the time to maintain a continuing contact with the unions on the ground, then progress becomes almost impossible.

Towards the close of the year, however, there were indications that the M.T.U.C. officials and several of the other Trade Union leaders became aware of the seriousness of the position and appeared determined to take positive steps in the new year to find a way to solve the major problems which were largely instrumental in retarding the progress of the M.T.U.C. during 1954.

#### *Trade Union Education*

The regular programme of Trade Union training courses in the three main vernacular languages organised and conducted by the Training and Publications Section of the Office of the Trade Union Adviser has continued throughout the year and proved very successful. Since the commencement of this programme in April, 1953, 30 classes have been conducted and more than 900 "students" drawn from 75 trade unions throughout the country have participated in them.

Apart from carrying out this general programme, the Training Section has been advising and assisting several of the larger unions to introduce and undertake within their own organisations a system of education and training that will ensure that such unions are serviced by officials, both at Head Office and Branches, who have the advantage of proper knowledge and understanding in the effective methods of organisation, administration and negotiation.



During the year the following publications were prepared and published by the Office of the Trade Union Adviser for use in connection with its educational work:

- (i) " I am a Trade Unionist "
- (A reprint in Malay of Booklet No. 1 in the Trade Union Education Series previously issued in 1953).
- (ii) " Notes on Wages Councils Ordinance, 1947 "
- (Booklet No. 2 in the Trade Union and Labour Legislation Series, compiled from material supplied by Mr. R. C. Wilkinson, Deputy Commissioner for Labour, Federation of Malaya).
- (iii) " Economics for Trade Unionists "
- (Booklet No. 2 in the Trade Union Education Series—the abridged text of a talk in Elementary Economics by Mr. Charles Gamba, M.A., Lecturer in Economics in the University of Malaya).

In order to meet the growing need for suitable trade union education material for local use, the Office of the Trade Union Adviser has, for some years, been preparing and publishing several booklets and the like in English, Malay, Chinese and Tamil. In July, 1954, the British Colonial Office in London referred to some of these publications in its " Labour Notes and News " . . . . . and during the last few months of the year the Office of the Trade Union Adviser received requests from almost all the other Colonial territories for copies of its publications.

The I.C.F.T.U. Asian Trade Union College in Calcutta, established in 1952, held its fifth and sixth 12-week training courses during 1954. A special 3-week International Seminar was also conducted in the College in November. A selected number of trade unionists from the Federation of Malaya were among the students at both the Training Courses as well as at the Special Seminar.

During the year two other trade unionists were selected by the M.T.U.C. to go on an overseas study visit under the U.S.I.S. Scholarship Award.

### *Industrial Relations*

In steadily pursuing its policy of furthering and encouraging the development of trade unions, the Government's main aim has been to establish in the country a system of industrial relations whereby workers and employers will deal with conditions of employment and other mutual problems within their particular trade or industry through joint negotiation and consultation between representatives of their respective organisations. During 1954, this policy has borne fruit.

*Whitley Councils*

The two National Joint Whitley Councils—the one for the monthly-paid officers in Divisions I to IV and the other for the daily-paid staff in the Public Service—established in April, 1953, have continued to function successfully during the year and have dealt with several matters connected with staff relations in the Public Service.

The object of these Councils is to secure the greatest possible measure of co-operation between the Governments of the Federation, the States and the Settlements in their capacity as employers, and the general body of staff in the Government service in matters affecting the efficiency and the welfare of the staff, to provide machinery for dealing with grievances and generally to bring together the different points of view of the staff concerned and the Official representatives of the Governments.

The two Joint Whitley Councils are also charged with the task of settling questions of remuneration and conditions of employment affecting classes of Government employees employed in two or more departments.

The scope of these Councils relates to all matters affecting pay and conditions of service of the staff and the constitution provides that the staff shall have a share in and a responsibility for the determination and observance of the conditions under which their duties shall be carried out.

The constituent organisations of the Staff Side of the Divisions I to IV Council are:

The Government Services Staff Council.

The Malayan Civil Service Association.

The Malay Officers' Association.

The European Civil Servants Association of Malaya.

The Senior Asian Government Officers' Association.

They are recognised as representing between them the Administrative Clerical and non-Professional Grades, Professional and Technical Grades and Junior Staff Grades, except that in the case of Junior Staff any matters affecting Daily-rated staffs will be dealt with by the Joint Whitley Council for the Daily-rated Staff. The Staff Side of this latter body is co-ordinated by the Council of Government daily-rated employees Trade Unions.

The constitution of each of these Whitley Councils provides for the setting up of permanent Arbitration machinery to settle matters on which no agreement can be reached in these Councils. During the year agreements on Arbitration Tribunal and Rules of Procedure were signed by the parties concerned in the respective Councils.



During the early stages of the Whitley Council, claims submitted by Staff organisations were considered by the Staff Side of the Grade Committee concerned and then put on the agenda for discussion in the appropriate Joint Grade Committee. It was found that when the arguments of both sides were produced for the first time across the table a great deal of further reference and investigation was necessary and the Committees were constantly held up for lack of information on points raised.

In the light of past experience an experimental change was made during the year in the method of dealing with Staff Side claims. Under the new procedure claims are passed to the Official Side Secretary, after preliminary scrutiny by the Staff Side Secretary, for examination by the appropriate office. Preliminary discussions are then held between the officers working on a claim and representatives of the staff organisation concerned. Both Secretaries are present and take part in these discussions.

If agreement can be reached at this preliminary stage of action, the Council is only required to give its formal approval. If, however, no agreement can be reached, the claim is then submitted for the consideration of the appropriate Grade Committee.

So far as can be judged, this system has proved to have great advantages and should become a permanent feature of the Whitley machinery. It enables both Official and Staff Sides to get a clearer understanding of each other's point of view in an informal atmosphere and to carry out the necessary preliminary investigations before claims are placed on the agenda of a Grade Committee joint meeting.

During the year agreement was also reached between the two Sides on the basic principles and scope of the Departmental Whitley Councils and their relationship to the Federal Whitley Councils, and a model constitution for a Departmental Whitley Council was drawn up. In accordance with the agreement reached, the constitutions of the existing Departmental Whitley Councils were examined and in cases where they differed from the agreed model, Departments concerned have been requested to adopt the provisions in the agreed model.

It was further agreed that at a lower level Joint Office Committees may be formed on the joint agreement of Heads of Departments and the staff concerned and accordingly a circular on the subject was issued to all Departments.

Whitleyism, an old institution in the United Kingdom, is still in its experimental stage in Malaya. But there have already been indications of both parties accepting its value for the promotion of good staff relations in the Public Service.

*Planting Industries*

The Report and Award of Mr. Justice Taylor who had been appointed in December, 1953, as the sole arbitrator to decide on the dispute between the Malayan Planting Industries Employers' Association and the Negotiating Committee of the Rubber Workers' Unions as to the wage rates payable for the first quarter of 1954, was published on 21st January, 1954. Though the M.P.I.E.A. announced its acceptance of the Taylor Award, the Unions by an overwhelming majority vote of their members rejected the award but at the same time mandated the N.C.R.W.U. through their Executive Councils to endeavour to find a satisfactory solution to the dispute.

On the advice of the Office of the Trade Union Adviser the N.C.R.W.U. met the representatives of the M.P.I.E.A. and as a result of subsequent direct negotiations, a compromise agreement was signed between the parties in June. The new wage rates which came into force on July 1st applied when the price of rubber was between 70 and 50 cents a lb.

In November a fresh wage agreement applicable for the price zone between 50 and 100 cents a pound was signed between the M.P.I.E.A. and the National Union of Plantation Workers. The new agreement which replaced all previous agreements on wages was to take effect from the new year.

The relationship between the various Estate Staff Unions and their employers continued to be cordial throughout the year and in March an agreement was signed between the M.P.I.E.A. and the Federation of All-Malayan Estate Staff Unions on the subject of holidays with pay to the Asian Staff on the estates.

Following the rejection of the Taylor Award by the workers, the M.P.I.E.A. and the N.C.R.W.U. jointly appointed in March a small committee called the Joint Working Party in order "to consider what steps can usefully be taken to improve employer-employee relations in the Planting Industries." This Joint Working Party held several meetings and produced in May a 25-page summary of their discussions on 54 points covering various aspects of industrial relations.

One of the main points contained in this joint report was the question of the establishment of a permanent joint consultative machinery in the industry. Both parties felt that nearly all the other subjects referred to in the report could be fully investigated and dealt with by this joint machinery as soon as it was established.

Accordingly representatives of the M.P.I.E.A. and the Rubber Workers Unions resumed discussions on this question and before the close of the year definite agreement was reached between the M.P.I.E.A.



on one side and the National Union of Plantation Workers and the Federation of All-Malayan Estates Staff Unions on the other, on all points with regard to the constitution for a Joint Consultative Council in the Planting Industries.

Wages and working conditions in several other industries and services are now being agreed by collective bargaining and joint discussions between employers and Unions. Some industries have already set up, or are in the process of setting up, formal joint machinery for negotiation and consultation with agreed arrangements for dealing with disputes.

The two Joint Councils established in 1953 between the Harbour Trade Union, Port Swettenham and the Cargo Handling Corporation, Ltd., and the Eu-Lee Landing and Shipping Co., Ltd., respectively continued to function smoothly and one of the most significant achievements of these Councils during the year was the successful introduction of tonnage payment schemes in both these concerns.

With the signing of an agreement in November, 1954, between the parties concerned inaugurating a "Whitley" Council for the Kuala Lumpur Municipality, all the existing Municipalities in the Federation have now established formal machinery to deal with their respective staff matters. The other formal machinery which came into existence during the year relates to the Foundry Industry. After several months of discussion a memorandum of agreement setting up a Joint Council for Foundry Employees, Perak was signed in May by the representatives of the Perak Chinese Foundry Association and the representatives of the various Chinese Engineering Employees Unions in Perak.

During the last few months of the year several of the unions have been comparatively more active in pursuit of their object of improving the employment conditions of their members and in their attempts to secure a final settlement of outstanding claims. The dispute between the Eastern Smelting Company, Penang, and their workers was subsequently settled by reference to the Industrial Court, the first ever to be set up in the country; the threatened strikes by the Malayan Postal Uniformed Staff Unions and the Penang Harbour Board Staff Union and the strike by the Busmen and taximen of the General Transport Company at Kuala Lumpur, which was on its ninth day when the year closed, were some of the events that have been head line news.

To a superficial observer of events and to one who reads only the head lines, the last quarter of 1954 may have appeared a period of increased industrial unrest. But a more objective study of these disputes, their origin and their subsequent developments only stresses the need for and the importance of the establishment and proper use of agreed

joint machinery to discuss and settle any problems that may arise between the two sides in an industry or service. It also stresses that the establishment of such machinery, however, is not in itself enough; it will only work satisfactorily if a spirit of co-operation and goodwill exists between the two sides.

The policy of the Government has been based on the principle of self-government in industry—the free negotiations and settlement of wages and conditions of employment between employers and workers through joint constitutional machinery. In accordance with this policy the Officers of the Trade Union Adviser's Department, while carrying out their duties of assisting and guiding the Trade Unions in building up their movement on a more solid and effectual basis, always stress the need for and assist in the establishment of joint machinery within the industry and the fostering of a spirit of good-will and understanding between the employers' and the employees' organisations.

### *Membership*

An approximate breakdown of Employees' Unions by races and sexes as at the 31st December, 1954, is given below:

	Male	Female	Total	Percentage
Indians ...	55,731 ...	17,751 ...	73,482 ...	65 per cent.
Chinese ...	15,728 ...	1,761 ...	17,489 ...	15 per cent.
Malays ...	18,232 ...	1,957 ...	20,189 ...	18 per cent.
Others ...	2,049 ...	261 ...	2,310 ...	2 per cent.

On comparison with the 1953 Report the membership of Employees' Unions increased by 3.5 per cent.

### *Finances*

The table below shows the percentage of the various items of income and expenditure to total income as summarised from the returns submitted by 214 Employees' Unions for the financial year ended 31st March, 1954.

Total income for the year 1953/1954 = \$1,299,909.16.

PERCENTAGE OF TOTAL INCOME				PERCENTAGE OF EXPENDITURE TO TOTAL INCOME			
		1952/53	1953/54			1952/53	1953/54
Entrance fees ...	...	5.2	4.3	Establishment Expenditure	...	23.9	7.9
Subscriptions ...	...	79.0	78.9	Salaries, Allowances and Wages ...	...	26.2	37.8
Levies ...	...	0.1	—	Rents, Rates and Taxes ...	...	5.6	6.1
Sales of Rules, etc....	...	0.4	3.6	Stationery, Printing and Postages ...	...	7.7	10.3
Donations ...	...	2.5	2.5	Compensation in Trade Disputes ...	...	0.5	0.4
Other Income ...	...	12.8	10.7	Benevolent, Educational, Social and Religious activities ...	...	9.8	9.7
				Affiliation Fees to Federations of Trade Unions ...	...	2.2	2.2
				Other Expenses ...	...	17.2	21.0
				Excess of Income over Expenditure ...	...	6.9	4.6



The table below shows the annual contribution per employee member towards the various heads of Income and how these sums were expended during the financial year ended 31st March, 1954. The total paid-up membership on 31st March, 1954, was 105,584.

INCOME				EXPENDITURE			
		1952/53	1953/54			1952/53	1953/54
		\$ c.	\$ c.			\$ c.	\$ c.
Entrance fees	...	52	52	Establishment Expenses	...	2 40	97
Subscriptions	...	7 92	9 72	Salaries, Allowances and Wages	...	2 62	4 66
Levies	...	01	—	Rents, Rates and Taxes	...	56	75
Sales of Rules, etc....	...	04	44	Stationery, Printing and Postages	...	77	1 26
Donations	...	25	30	Compensation in Trade Disputes	...	05	05
Other Income	...	1 28	1 32	Benevolent, Educational, Social and Religious activities	...	98	1 19
				Affiliation Fees to Federations of Trade Unions	...	22	27
				Other Expenditure	...	1 73	2 59
				Savings	...	69	56
		<u>10 02</u>	<u>12 30</u>			<u>10 02</u>	<u>12 30</u>

TABLE A

## EMPLOYEES UNIONS

Extract from the Annual Returns as at 31-3-54

*Civil Servants Unions:*

Occupation, Trade or Industry	No. of Unions	Paid-up Membership
Clerical Workers	12	1,885
Education (i) Administrative	1	61
(ii) Teachers—English Schools	11	1,660
(iii) Teachers—Indian Schools	8	436
(iv) Teachers—Malay Schools	6	5,377
Electrical	2	1,576
General	14	5,179
Information and Broadcasting	3	178
Interpreters	2	67
Junior Staffs	5	301
Port or Harbour Employees	3	1,411
Miscellaneous	10	1,785
Medical	24	4,223
Municipal	8	4,495
Postal and Telecommunications	9	1,906
P.W.D.	2	1,898
Railways	10	4,942
Technicians	3	666
	<u>133</u>	<u>38,046</u>

*Industrial Unions:*

Occupation, Trade or Industry					No. of Unions	Paid-up Membership
Building Employees	...	...	...	...	3	868
Clerical Workers	...	...	...	...	4	1,554
General Labour	...	...	...	...	2	126
Gold and Silver Smiths	...	...	...	...	3	1,594
Harbour Employees	...	...	...	...	4	1,149
Mechanics	...	...	...	...	8	3,293
Medical	...	...	...	...	2	84
Mining—(i) Coal Mining	...	...	...	...	2	407
(ii) Tin Mining	...	...	...	...	7	3,048
Miscellaneous	...	...	...	...	15	4,898
Rubber Estate Employees	...	...	...	...	11	46,835
Rubber Estate Staffs	...	...	...	...	12	1,936
Salesmen	...	...	...	...	2	123
Tobacco Employees	...	...	...	...	5	234
Transport—(i) Road Transport	...	...	...	...	7	784
(ii) Water Transport	...	...	...	...	4	273
Teachers—Chinese Schools	...	...	...	...	2	332
					93	67,538

*Employers' Unions:*

Trade or Industry					No. of Unions	Paid-up Membership
Bakery Owners	...	...	...	...	1	* —
Bus Owners	...	...	...	...	1	* 10
Cattle Owners	...	...	...	...	2	9
General	...	...	...	...	1	* 69
Lighter Owners	...	...	...	...	1	* 28
Miners	...	...	...	...	1	* 193
Planters	...	...	...	...	1	* 463
					8	772

## INDUSTRIAL RELATIONS

*General*

At the beginning of the year, industrial relations in the rubber industry were strained by the dispute which had arisen over the continued decrease in earnings, which had resulted from the fall in the price of rubber. The employers, at the end of 1953, had announced a further reduction in rates, and the dispute which developed had been placed before a single arbitrator, Mr. Jusitce Taylor. When the "Taylor Award" was published, it was found not to follow the generally accepted practice of not giving reasons for an award; on the contrary it went into

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\* Mixed membership by companies and individuals.



its reasons for the award at some length, and contained a number of criticisms of the Unions, which caused great resentment. The award gave new and lower rates for the 50/60 cents and 60/65 cents price range. This award was never accepted by the Unions concerned, but wages continued to be paid in accordance with it. The truth of the matter was that the Unions at this time were so weak that they were not capable of any united and effective action. Some observers thought that trade unionism had proved a failure in the industry, and the union leaders themselves sent to Government a request that a Wages Council should be set up for the industry. Gradually, however, matters improved, and with the aid of Mr. T. S. Bavin, of the International Confederation of Free Trade Unions and of the Trade Union Adviser, the Unions slowly began to regain their lost ground, and to plan for an amalgamation. They were helped in this by the slow improvement in the price of rubber, and this enabled them to regain their self-respect and to reach an agreement with the employers which, while in effect substantially the same as that of the "Taylor Award," was at least a freely negotiated agreement. By September it began to look as if Mr. P. P. Narayanan, the leader of the most influential of the unions, would be successful in obtaining an amalgamation, and this amalgamation was assured when Mr. John Emmanuel, of the Malaya Estates Employees Union, accepted the proposals. The new National Union of Plantation Workers was formally inaugurated on November 2nd, the first delegates meeting being opened by His Excellency the High Commissioner. Before the end of the year a new, and better wage agreement had been negotiated, and plans were well advanced for the formation of a Joint Consultative Council for the industry, in which the Federation of All Malaya Estate Staffs Union is to participate. The request for a Wages Council had been tacitly withdrawn. While paying membership of the new National Union is still comparatively small, and while the Chinese are still poorly represented in it, it still remains that there has been a tremendous improvement in its position during the year and that it has the moral, if not the financial support of the great majority of the workers in the industry.

On the estate level, there has been a welcome increase in the number of works committees, and it is the settled policy of some of the bigger companies to set up works committees on all their estates. These committees, under sympathetic and capable chairmanship, can do a great deal to prevent small disputes developing at estate level. They give an opportunity for estate leaders to develop, and help such leaders (and managers also) to learn how to discuss and settle their problems by discussion round a table. They also help the workers to feel an interest in the estate.

In the tin industry, the position is less satisfactory. The employers who are organised into the Malayan Mining Employers Association, appear ready and willing to deal with any union which can demonstrate that it has the support of the workers in the Industry, but this the Malayan Mining Employees Union has not yet been able to do. While it has a small following among the workers on the dredges, it has not yet gained the support of the Chinese workers either on the dredges or on the open-cast mines. Too often industrial relations have consisted in the union sending written "demands" to the employers backed with threats which they know, and the employers know, they have not the strength to enforce. Towards the end of the year another union, under Chinese leadership, has been inaugurated in Selangor, and there are talks of amalgamation. The need for an effective union in the industry is clear.

The only other Trade Union development which is worthy of mention was the activity of the Selangor Mill and Factory Workers Union which was responsible for staging the strikes at Messrs. Lever Brothers Factory. This union has shown some activity in and around Kuala Lumpur, but there have been a number of changes in the leadership and its policy of attacking the better employers has not been a very successful one.

In other industries, there is still no industrial relations machinery at national level but there has been some development of works committees in the individual places of employment. When a dispute arises, *ad hoc* meetings are held between the union and the employers, and the Labour Department is often asked to intervene as conciliator. Of the works committees, some of the most effective are those at the Port Swettenham docks.

### Strikes

Comparative figures of the number of man-days lost in strikes from 1949 to 1954 are listed below:

1949	...	29	strikes causing a loss of	5,390	man-days
1950	...	48	" "	37,067	"
1951	...	58	" "	41,365	"
1952	...	96	" "	44,489	"
1953	...	48	" "	38,957	"
1954	...	81	" "	50,831	"

Five strikes had started before the beginning of 1954. During the year 63 strikes started on estates, three on mines and ten on miscellaneous places of employment. The number of man-days lost in 1954 shows a rise of almost 12,000 over the 1953 figure. However, one protracted strike alone on Highlands Estate caused a loss of 14,238 man-days.



## ANALYSIS OF STRIKES BY DURATION AND INDUSTRY

Duration		Rubber	Coconut	Mining	Micellaneous	No. of Disputes	Man-days
1 Day	...	27	—	—	3	30	3,215
2 Days	...	19	2	1	—	22	5,265
3 „	...	5	2	—	2	9	2,037
4-7 „	...	7	—	—	2	9	8,605
8-14 „	...	1	—	1	3	5	10,319
15-28 „	...	—	—	1	—	1	1,080
4-12 weeks	...	1	—	—	1	2	20,310
Total	...	<u>60</u>	<u>4</u>	<u>3</u>	<u>11</u>	<u>78</u>	<u>50,831</u>

The principal strikes which occurred during the year were as follows:

*Highlands Estate*

Some 250 labourers, partly tappers and partly weeders, went on strike against the dismissal of four overseers and the refusal of the management to give the overseers a gratuity. After the strike had continued for some time, the Manager engaged other labour and applied for an eviction order against 30 of the strikers. The eviction order was refused on a technicality, but eventually the labourers moved off and found work elsewhere.

*Kim Chin Hoe Sawmills*

There were two strikes over questions of rates of pay.

*Messrs. Lever Brothers*

There were two strikes, both of which were in effect designed to obtain union recognition by the management and by the employees. The second strike was also partly due to the dismissal of the President, who was alleged to have been found asleep in a boiler while supposed to be working. Both these strikes were a failure, as there were no real complaints by the employees of working conditions, and the Union had insufficient support.

*General Transport Company*

The strike of 360 persons employed by this firm took place shortly before Christmas and was still being carried on at the end of the year. It was partly over wages, partly over a man who had been dismissed, but also partly due to the desire of the union to show its strength. Considerable inconvenience was caused to the public by the withdrawal of the buses and taxis operated by this Company.

It is interesting to note that in many of the strikes the principal cause for the dispute was the dismissal of some employee, not necessarily a union official. Unions generally tend to feel that managements' right of dismissal should be severely limited.

In addition to these strikes there were some 91 disputes of various kinds. Two of these were of interest:

*Messrs. Eastern Smelting Works, Ltd.*

For several months there was a dispute in these tin smelting works, partly over the dismissal of a crane operator and partly over wages and housing allowance. The dispute continued so long that it threatened to do permanent damage to the good relations which had previously existed between the parties. Eventually the question of the dismissal was settled, and the parties agreed to place the rest of their dispute before the Industrial Court. The Industrial Court, although constituted in 1948, had not previously had a dispute placed before it. However a successful public hearing was held, and an award made which was acceptable to both parties.

*Penang Harbour Board*

There was a threat of strike at the Penang Harbour Board on December 23rd owing to a long standing dispute about the dismissal of a ticket seller. As the dispute threatened to disrupt the Penang ferry service over the Christmas and New Year holidays, and as it would have impaired the efficient working of the Port, His Excellency the High Commissioner decided to set up a Court of Inquiry to enable the public to know what the dispute was about. On this being done, the Union was persuaded to postpone the strike. The Court had two public hearings, and when its report was published in January, 1955, it was possible to get a settlement of the dispute on the basis of that report.





## Chapter IV

### FINANCE AND TAXATION

#### Part I

##### PUBLIC FINANCE

The budgetary system of the Federation of Malaya follows the arrangements provided in the Federation of Malaya Agreement, 1948. State and Settlement Governments have their own agreed sources of revenue from which they derive their own income to meet part of the expenditure upon services agreed as the responsibility of State and Settlement Governments. Any source of revenue not listed as State and Settlement revenue is Federal revenue from which Federal expenditure is met and allocations are made to State and Settlement Governments to balance their budgets.

##### FEDERAL FINANCES

The Treasury Accounts for 1954 have not yet been completed and therefore figures for 1954 are provisional throughout this report. A comparative table of Federal revenue is as follows:

##### FEDERAL REVENUE

Heads of Revenue	1952 Actual \$	1953 Actual \$	1954 Provisional \$
CLASS I—			
1. Customs ... ..	397,423,893	310,535,927	318,163,621
2. Excise ... ..	8,353,227	6,742,131	5,996,503
3. Licences ... ..	18,992,982	22,406,931	27,825,648
4. Inland Revenue ... ..	232,823,903	168,847,703	139,371,689
5. Business Registration ... ..	—	5,353,273	5,008,524
CLASS II—			
6. Fees of Court or Office, Payments for Specific Services and Re- imbursement-in-aid ... ..	12,654,330	12,346,183	12,505,624
CLASS III—			
7. Posts ... ..	9,932,367	10,571,130	10,935,560
8. Telecommunications ... ..	15,434,898	17,225,535	19,300,000
CLASS IV—			
9. Rents on Government Property	364,222	274,314	281,470
10. Interest ... ..	13,812,483	12,178,118	11,166,598
CLASS V—			
11. Miscellaneous ... ..	11,139,616	48,818,542	61,927,040
CLASS VI—			
12. Colonial Development and Wel- fare Fund ... ..	4,143,727	4,920,015	5,585,326
	<u>725,075,648</u>	<u>620,219,802</u>	<u>618,067,603</u>



More detailed comments on heads of revenue under Class I of the above table are made in Part II of this chapter. The provisional total revenue for the year 1954 was \$618 million which exceeds the estimate by \$14.4 million. The total included contributions by Her Majesty's Government of \$52.5 million towards an interest-free loan to the War Damage Fund, \$2.4 million towards the cost of initial equipment and camps for new units of the Federation Military Forces, and \$5.6 million for Colonial Development and Welfare Schemes. The revenue figures did not, however, include the contribution of \$51.4 million by Her Majesty's Government towards the cost of the emergency, which was credited to the general funds of the Government. The loan of \$30 million received from the Singapore Government has also been credited to the general funds of the Government and not included in the provisional revenue for the year. During 1954 the Federation Government received a sum of \$26.2 million being its share of the surplus funds of the former Straits Settlements. This sum was credited direct to the General Revenue Balance which provisionally amounted to \$380.6 million at the end of the year.

Comparative figures for 1953 and 1954 showing Federal expenditure met from Federal revenue and general revenue balances are shown in the table below, with Departments grouped in portfolios as on the 31st December, 1954. There is also State and Settlement expenditure on such matters as Agriculture, Drainage and Irrigation, Education, Forestry, Game, Medical and Health, Public Works, Veterinary Services, but such State and Settlement expenditure is not included in this table.

#### FEDERAL EXPENDITURE BY PORTFOLIOS

Portfolio (Subjects being grouped as at 31st December, 1954)				1953 Actual \$	1954 Provisional \$
High Commissioner, Audit, Judicial and Keeper of Rulers' Seal	...			5,967,082	5,819,652
Chief Secretary	...	...	...	20,673,377	14,487,617
Legal Secretary	...	...	...	1,553,052	1,512,015
The Treasury	...	...	...	142,257,412	146,860,978
Defence and Internal Security (partly transferred to "Emergency" in 1954)	...	...	...	279,967,481	88,290,040
Home Affairs	...	...	...	18,598,801	14,302,734
Natural Resources	...	...	...	15,686,932	14,317,712

Portfolio (Subjects being grouped as at 31st December, 1954)	1953 Actual \$	1954 Provisional \$
Health * ... ..	14,667,588	14,074,684
Education * ... ..	12,834,139	10,493,426
Industrial and Social Relations ...	5,785,070	5,067,302
Posts and Telecommunications ...	36,404,627	28,731,033
Works ... ..	75,004,924	53,675,640
Local Government, Housing and Town Planning ... ..	233,408	278,165
Transport ... ..	6,587,420	5,724,603
Emergency (part shown under "Defence and Internal Security" in 1953) ... ..	3,792,325	146,866,188
Total ...	640,013,638	550,501,789
Total Allocation to States and Settle- ments to augment their revenues...	150,362,613	153,248,180
Total expenditure met from Federal revenue and general revenue balances ... ..	790,376,251	703,749,969

The total provisional Federal expenditure of \$703.7 million exceeds the provisional Federal revenue of \$618 million by \$85.7 million. This provisional deficit is met by withdrawals from the General Revenue Balance.

#### PUBLIC DEBT

The Loan Ordinance, 1951, authorised the raising of a loan of \$100,000,000 for expenditure on rehabilitation and development. Applications were invited on 11th January, 1954, for subscriptions to a local issue of \$60,000,000  $4\frac{3}{4}$  per cent. Registered Stock 1964/74 and the list was closed on 17th April, 1954, when applications for \$60,714,200 Stock had been received. With one exception allotment was made in full to the applicants.

The Loan Ordinance, 1953, authorised the raising in London of a loan of \$55,000,000 for expenditure on rehabilitation and development. In June, 1954, £2,700,000 3 per cent. Stock 1960/70 was issued at £85 per cent. and £200,000 at £84 $\frac{7}{8}$  per cent. while £1,695,000 3 per cent. Stock 1974/76 was issued at £81 $\frac{1}{2}$  per cent. and £200,000 at £81 $\frac{3}{8}$  per cent. The total stock issued, being nominally \$41.1 million (£4,795,000), realised \$34.3 million.

\* The State and Settlement Governments spent \$34.9 million on Health and \$70.4 million on Education in all during 1954.



The funded Public Debt of the Federation of Malaya is as follows:

Issue	Date of Final Maturity	Interest paid	Outstanding
<i>External—</i>			
(1) 3 per cent. 1935 ...	1970	June and December 15 ...	£ 4,000,000
3 per cent. 1954 ...	1970	June and December 15 ...	2,900,000
(2) 3 per cent. 1949 ...	1976	May and November 15 ...	8,050,000
3 per cent. 1954 ...	1976	May and November 15 ...	1,895,000
			<hr/> £16,845,000 <hr/>
			= \$144,385,715 <hr/>
<i>Internal—</i>			
(3) 4½ per cent. 1931 ...	1959	January and July 1 ...	\$ 16,000,000
(4) 3 per cent. 1936 ...	1966	June and December 15 ...	15,000,000
(5) 3 per cent. 1940 ...	1959	April and October 1 ...	20,000,000
(6) 3 per cent. 1941 ...	1960	January and July 15 ...	10,000,000
(7) 2½ per cent. 1946 ...	1956	January and July 15 ...	12,500,000
(8) 3 per cent. 1946 ...	1966	January and July 15 ...	54,000,000
(9) 3¾ per cent. 1951 ...	1971	May 31 and November 30 ...	24,825,200
(10) 5 per cent. 1951 ...	1972	June and December 15 ...	7,500,000
(11) 5 per cent. 1952 ...	1972	April 30 and October 31 ...	50,000,000
(12) 5 per cent. 1953 ...	1972	June and December 15 ...	10,000,000
(13) 4¾ per cent. 1953 ...	1973	January and July 6 ...	40,000,000
(14) 4¾ per cent. 1954 ...	1974	January and July 31 ...	60,000,000
(15) Premium Bonds ...	1961		1,138,220
			<hr/> \$320,963,420 <hr/>
Grand Total ...			<hr/> \$465,349,135 <hr/>

The accumulated Sinking Funds in respect of the above Loans on 31st December, 1954, amounted to \$95,090,350.

The above figures do not include:

	\$
Loan from the Government of Singapore, interest free for ten years ... ..	30,000,000
Interest-free loan from Her Majesty's Government towards War Damage Compensation (the proportions repayable respectively by the Governments of the Federation of Malaya and of Singapore have not yet been determined)...	73,894,286
Federation of Malaya Share of Straits Settlements funded debt: 34 per cent. of \$35,000,000 for which the Federation's share of the Sinking Fund at 31st December, 1954 was approximately \$7,950,000 ... ..	11,900,000

Local Treasury Bills unexpired at the 31st December, 1954, of from 3 to 12 months tenure amounted to \$93,380,000. The issue of these Treasury Bills is authorised by the Treasury Bills (Local) Ordinance,

1946, and the Loan Ordinance, 1951. The Treasury Deposit Receipts Ordinance, 1952, authorised the Financial Secretary to accept Treasury Deposits to a maximum of \$75,000,000 for a period of 3, 4 or 5 years at rates to be prescribed by the High Commissioner in Council. The Treasury Deposits accepted up to 31st December, 1954, amounted to \$49,200,000.

### *Development Expenditure on Loan Account*

The Federal expenditure shown in the table earlier in this Chapter includes considerable non-recurrent expenditure on Public Works and Colonial Development and Welfare Schemes. Other non-recurrent expenditure on major development or rehabilitation schemes of an economic nature was not included in the previous table as it is charged separately to a loan account. A comparative table showing this expenditure on loan account by departments or independent authorities for the three years 1952, 1953 and 1954 is below.

### *Expenditure on Loan Account*

Department or Authority				1952 Actual \$	1953 Actual \$	1954 Provisional \$
Drainage and Irrigation	...	...	...	2,925,053	5,758,232	4,842,354
Central Electricity Board	...	...	...	8,069,000	463,723	6,000,000
Malayan Railway	...	...	...	9,265,874	12,440,341	7,958,880
Public Works	...	...	...	4,469,527	8,522,615	13,844,195
Telecommunications...	...	...	...	2,729,615	3,929,962	8,060,664
Housing	...	...	...	194,641	849,642	8,216,923
Rural and Industrial Development Authority	...	...	...	—	4,000,000	1,600,000
Municipalities	...	...	...	—	—	6,100,000
New Town Development	...	...	...	—	—	3,068,674
Survey	...	...	...	—	—	804,123
Marine	...	...	...	—	445,490	249,953
Forest	...	...	...	87,578	60,296	416,414
Veterinary	...	...	...	79,214	8,273	16,692
Total Loan Expenditure				27,820,502	36,478,574	61,178,872

### FEDERAL LIABILITIES AND ASSETS

The statement on pages 92 and 93 shows the actual liabilities and assets of the Federation of Malaya on the 31st December, 1953, and the provisional liabilities and assets on the 31st December, 1954.



# STATEMENT SHEWING THE ACTUAL LIABILITIES 31ST DECEMBER, 1953, AND THE PROVISIONAL

Liabilities	Actual 31st December, 1953		Provisional 31st December, 1954	
	\$	\$	\$	\$
Loans:				
Unexpended Balances—				
Malayan Union, 1946 ... ..	222,633		222,633	
Federation of Malaya, 1949 ... ..	10,159,286		6,332,869	
Federation of Malaya, 1951 ... ..	—		12,835,659	
Federation of Malaya, 1953 ... ..	—		25,542,388	
	<u>          </u>	10,381,919	<u>          </u>	44,983,549
Special Development Reserve—				
Premium Bonds ... ..	...	1,104,920	...	1,136,170
Special Development Reserve Fund ... ..	...	—	...	64,177,032
Treasury Deposits ... ..	...	49,100,000	...	49,200,000
Treasury Bills ... ..	...	87,991,484	...	93,758,712
Due to Other Governments ... ..	...	29,594,200	...	430,494
Sundry Funds:				
Rubber Industry Replanting Fund ... ..	5,136,924		4,989,710	
State/Settlement Treasurers ... ..	1,480,364		1,800,000	
Others ... ..	2,926,693		5,022,672	
	<u>          </u>	9,543,981	<u>          </u>	11,812,382
Deposits:				
Custodian of Enemy Property ... ..	37,974,351		39,474,351	
Educational Development Fund Board ... ..	4,178,736		1,361,053	
State/Settlement Treasurers ... ..	19,043,418		18,500,000	
Others ... ..	12,223,517		7,458,957	
	<u>          </u>	73,420,022	<u>          </u>	66,794,361
Sundry Accounts:				
Miscellaneous ... ..	...	11,201,609	...	7,909,037
General Revenue Surplus ... ..	...	355,542,793	...	380,593,929
		<u>          </u>		<u>          </u>
		627,880,928		720,795,666

# AND ASSETS OF THE FEDERATION OF MALAYA AS AT LIABILITIES AND ASSETS AS AT 31ST DECEMBER, 1954.

Assets	Actual 31st December, 1953		Provisional 31st December, 1954	
	\$	\$	\$	\$
Cash:				
In Treasuries and Banks ... ..	58,279,752		71,587,305	
In Transit ... ..	3,541,514		6,286,920	
In Agencies ... ..	57,425		62,843	
Fixed Security Deposits ... ..	28,861		109,778	
Joint Colonial Fund ... ..	2,142,857		63,000,000	
	<u>64,050,409</u>		<u>141,046,846</u>	
Investments:				
General Revenue Surplus (excluding C.E.B.) ... ..	259,951,136		270,052,294	
Central Electricity Board ... ..	38,319,000		38,319,000	
Specific Funds and Miscellaneous ... ..	5,857,072		2,507,842	
	<u>304,127,208</u>		<u>310,879,136</u>	
Loan Development Reserve Fund:				
Repayable Advances ... ..	—		64,177,032	
Advances:				
Due by Other Administrations ... ..	7,107,349		3,392,544	
Food Supplies ... ..	98,912,720		42,076,989	
Loan Works ... ..	49,348,109		58,054,068	
Unallocated Stores ... ..	25,589,396		28,048,685	
War Damage Commission ... ..	44,074,351		44,074,351	
State/Settlement Treasurers ... ..	10,696,029		7,000,000	
Others ... ..	10,034,097		7,662,398	
	<u>245,762,051</u>		<u>190,309,035</u>	
Loans:				
Rehabilitation Loans— Tin Mines ... ..	3,522,230		2,893,217	
Loans to Municipalities ... ..	7,236,363		7,833,351	
State/Settlement Treasurers ... ..	745,000		700,000	
Others ... ..	2,009,026		2,405,049	
	<u>13,512,619</u>		<u>13,831,617</u>	
Imprest ... ..	428,641		552,000	
	<u>627,880,928</u>		<u>720,795,666</u>	



## STATE AND SETTLEMENT FINANCES

The sources of revenue of the Governments of the Malay States and of the Settlements are set out in the Federation of Malaya Agreement, 1948. These sources are as follows:

1. Toddy Shops.
2. Lands, Mines and Forests.
3. Licences: other than those connected with mechanically propelled vehicles, electrical installations and registration of businesses.
4. Entertainments Duty.
5. Fees in Courts, other than the Supreme Court, District or Sessions Courts, and Courts of First Class Magistrates.
6. Fees and Receipts in respect of specific services rendered by departments of State or Settlement Governments for which charges are made.
7. Town Boards, Town Councils, Rural Boards, Local Councils and similar local authorities other than—
  - (a) Municipalities established under any Municipal Ordinance; and
  - (b) those Town Boards, Town Councils, Rural Boards, Local Councils and similar local authorities upon which there shall be conferred power under any written law to retain their revenues and control the spending thereof.
8. Receipts in respect of Water Supplies including Water Rates.
9. Rents on State and Settlement property.
10. Interest on State and Settlement Balances.
11. Receipts from Land Sales and Sales of State and Settlement Property.
12. Fines and Forfeitures in Courts other than the Supreme Court, District or Sessions Courts, and Courts of First Class Magistrates.
13. Share in the Malaya and British Borneo Currency Surplus Fund.

The heads of expenditure which are the responsibility of State and Settlement Governments are as follows:

1. Agriculture (excluding Headquarters, Federal Institutions and Research).
2. British Advisers and Resident Commissioners.

3. Civil Service (State and Settlement Posts).
4. Clerical Service (State and Settlement Posts).
5. District and Land Offices and Registrars of Title.
6. Drainage and Irrigation (Staff and Works in States or Settlements).
7. Education (excluding Headquarters and Federal Institutions).
8. Forests (excluding Headquarters and Research).
9. Game (excluding Headquarters and National Park).
10. Government Gardens and Plantations.
11. Judicial (Subordinate Courts other than Supreme Court, District or Sessions Courts, and Courts of First Class Magistrates).
12. Marine (excluding Headquarters, Lights and the ports of Port Swettenham, Penang and Malacca).
13. Medical and Health (excluding Headquarters, Research, Federal Institutions, Federal Public Health, Quarantine).
14. Mentri Besar and State Secretariats; Settlement Secretariats.
15. Mines (State and Settlement Services).
16. Miscellaneous (States and Settlements).
17. Political Pensions and Compassionate Allowances.
18. Public Works (excluding Headquarters Federal Institutions and Federal Works).
19. Purchase of Land for State or Settlement purposes.
20. Religious Affairs and Courts.
21. Rulers and Chiefs.
22. State and Settlement Treasuries.
23. Town Boards.
24. Veterinary (excluding Headquarters, Federal Institution and Research).
25. Any other Department, staff, institution, research or work of a State or Settlement.

Allocations to the States and Settlements are made annually by the Federation Government from Federal revenue, so that their total income



may cover expenditure. For 1954, the provisional revenue, expenditure and Federal allocations in respect of each State and Settlement is shown in the table below:

State/Settlement	Revenue \$	Expenditure \$	Federal Allocation \$
Johore ... ..	18,755,143	42,536,565	23,781,422
Kedah ... ..	7,274,076	23,101,308	15,827,232
Kelantan ... ..	3,458,809	11,248,948	7,790,139
Malacca ... ..	3,052,391	9,977,503	6,925,112
Negri Sembilan ... ..	7,721,610	20,976,746	13,255,136
Pahang ... ..	5,959,151	16,281,395	10,322,244
Penang ... ..	6,497,074	21,548,393	15,051,319
Perak ... ..	21,115,000	55,359,000	34,244,000
Perlis ... ..	564,890	3,029,198	2,464,308
Selangor ... ..	17,012,050	35,668,092	18,656,042
Trengganu ... ..	3,978,911	8,910,137	4,931,226
Total ... ..	95,389,105	248,637,285	153,248,180

Since the Federal Budget did not show the necessary estimated surplus of \$2 million, no additional allocation for unforeseen services was made in 1954.

#### MUNICIPAL FINANCES

There are three Municipalities with financial independence. Their comparative tables of revenue and expenditure are shown below.

		1952 Actual \$ millions	1953 Actual \$ millions	1954 Provisional \$ millions
Kuala Lumpur Municipality	Revenue ... ..	5.8	6.0	7.6
	Expenditure charged against revenue ...	5.5	6.1	6.9
Malacca Municipality ...	Revenue ... ..	2.1	2.5	2.6
	Expenditure charged against revenue ...	1.9	2.2	2.1
Penang Municipality ...	Revenue ... ..	13.2	15.1	16.7
	Expenditure charged against revenue ...	12.8	14.2	17.3

## Part II

### FEDERAL DUTIES AND TAXES

#### CUSTOMS

##### *Import Duties*

In May, 1954, the preferential rate of import duty on brandy and other intoxicating liquors and the full and preferential rates of duty on sugar were enhanced and the rate of duty on air-conditioning apparatus was reduced. In September, 1954, the Customs Duties Order, 1954, came into force, imposing a considerably amended import tariff covering 28 new items and 10 amended items.



His Excellency Sir Donald MacGillivray arrives at the Istana, Kuala Trengganu, to pay his first official call as High Commissioner on His Highness the Sultan of Trengganu





*[From a Watercolour by Hoh Choo Chuan]*

INTERIOR OF A CHINESE TEMPLE



The new and amended tariff mentioned in the previous paragraph yielded an extra \$3 million in the last quarter of 1954. Comparative figures for the main items and for the total for 1953 and 1954 are as follows:

	1953 \$	1954 \$
Petrol ... ..	33,200,052	36,766,556
Textiles and Apparel ... ..	11,412,879	12,858,598
Sugar ... ..	2,952,971	7,672,853
Medicinal Preparations ...	1,064,929	1,359,940
Tobacco, Cigars and Cigarettes	96,635,765	93,874,581
Malt Liquors ... ..	21,169,862	18,892,464
Spirits ... ..	16,968,199	14,983,650
Cosmetics and Perfumery ...	1,218,019	811,408
Total (all items) ...	198,355,730	205,829,050

The rate of duty on cosmetics was reduced in November, 1953.

### *Export Duties*

The 1954 revenue from the export duty on rubber exceeded the estimate by \$4.3 million and that from the duty on tin and tin ore exceeded the estimate by \$16.1 million. Comparative figures for the main items and for the total for 1953 and 1954 are as follows:

	1953 \$	1954 \$
Rubber ... ..	54,682,060	52,613,999
Tin and Tin-in-ore ... ..	51,257,379	53,592,692
Total (all items) ...	112,180,198	112,304,393

### EXCISE

There were, as in 1953, eleven distilleries, three match factories and one playing-card factory in operation in 1954. The Excise revenue collected was \$5,996,503 which is a reduction of \$745,628 on the sum collected in 1953.

### INLAND REVENUE

#### *Income Tax*

During 1954 there were no amendments of the Income Tax Ordinance. The rate of tax chargeable on the income of companies remained at 30 per cent. The rates of tax applicable to persons other than companies were as follows:

- (a) Non-resident persons, other than companies, trustees (other than trustees of an incapacitated person) and executors ... .. 30 per cent.

(In the case of non-resident persons, there is a provision for a proportion of personal reliefs to a British subject or a British protected person).



(b) Persons other than those referred to in paragraph (a) above—

For every dollar of the first \$	500	of chargeable income	3 per cent.
„	„ next	500	„ „ 4 „
„	„ „	500	„ „ 5 „
„	„ „	500	„ „ 6 „
„	„ „	1,000	„ „ 7 „
„	„ „	2,000	„ „ 8 „
„	„ „	2,000	„ „ 10 „
„	„ „	3,000	„ „ 12 „
„	„ „	5,000	„ „ 15 „
„	„ „	35,000	„ „ 20 „
„	exceeding	50,000	„ „ 30 „

In the case of individuals resident in the Federation, \$3,000 is deductible from assessable income if the individual is unmarried. A further allowance of \$2,000 is made to a married man. Allowances are also made in respect of children up to nine in number, for life assurance premiums paid, and for obligatory or contractual contributions to approved pension or provident funds. A Double Taxation Relief Arrangement with the United Kingdom is in operation.

Approximately 61,926 return forms were issued for the year of assessment 1954, an increase of about 4,000 over the number issued for the previous year of assessment. The number of assessments issued during 1954 was 43,741, a decrease of about 3,000 from the number made in 1953. The total tax assessed in 1954 was approximately \$103 million compared with approximately \$153 million in 1953. These reductions are mainly attributable to the reduced price of rubber in 1953 compared with 1952. Net collections of Income Tax during 1954 were \$123 million, subject to adjustment in the accounts in respect of sums collected in Singapore in the last quarter of each year, and brought to account in the following year.

The Department of Inland Revenue has Income Tax Offices in Kuala Lumpur, Penang, Ipoh, Malacca, Kota Bharu and Johore Bahru. The last two mentioned were opened during 1954. There is close co-operation with the Singapore Income Tax Department which assessed and collected considerable sums during the year on behalf of the Federation Government.

#### *Estate Duty*

There were no amendments to the Estate Duty Enactment during 1954. The rates of Estate Duty are on a graduated scale commencing at one per cent. where the principal value of the estate exceeds \$1,000, and ending at forty per cent. where the principal value exceeds \$5 million.

A total of 2,819 estates were finalised during 1954, as compared with 2,548 during 1953. The Estate Duty collected in 1954 was approximately \$1.8 million as compared with approximately \$2 million during 1953.

There are Estate Duty Offices in Kuala Lumpur and Penang.

### *Stamp Duty*

Stamp Duty is charged on a wide range of documents under the Stamp Ordinance. The revenue from this source in 1954 amounted to \$2.9 million.

### *Business Registration*

During 1954 there were no amendments to the Registration and Licensing of Businesses Ordinance. Licence fees are payable by businesses operating in the Federation as follows:

- (a) in the case of a business carried on by a company:
  - (i) where the subscribed capital is less than \$100,000 or there is no subscribed capital ... .. \$ 300
  - (ii) where the subscribed capital is \$100,000 or more, but less than \$500,000 ... 600
  - (iii) where the subscribed capital is \$500,000 or more... .. 1,000
  - (iv) where the subscribed capital cannot be determined by the Registrar or the subscribed capital is in a foreign currency ... .. a fee of \$300 or \$600 or \$1,000 as shall be decided by the Registrar
- (b) in the case of a business carried on by any person or persons other than a company:
  - (i) if the business is carried on wholly or partly in urban areas, the sum of \$100 in respect of every associate of the business with a maximum of \$300;
  - (ii) if the business is carried on wholly in rural areas, the sum of \$25 in respect of every associate of the business, with a maximum of \$75
- (c) in the case of a business carried on by a stallholder:
  - (i) if the business is carried on wholly or partly in urban areas \$25
  - (ii) if the business is carried on wholly in rural areas... .. \$10

The number of businesses licensed at 31st December, 1954, was 85,120 as compared with 79,882 at 31st December, 1953. The net revenue collected during 1954 was \$5.03 million compared with \$5.18 million during 1953. The reduction is mainly due to a refund in 1954 of over-collections in 1953 caused by a retrospective reduction in the fees for certain businesses. Revenue collected from this source is paid over to the Education Development Fund.



New businesses licensed during 1954 totalled 8,851, while 3,613 businesses ceased trading during the year. The following table shows the number of businesses carried on by the different communities:

			As at 31-12-53		1954 Regis- tration	As at 31-12-54	%
			\$		\$	\$	
CHINESE							
Sole Proprietors	...	...	50,298		54,850		
Partnerships	...	...	7,853	58,151	8,774	63,624	71.71
INDIAN							
Sole Proprietors	...	...	10,771		12,254		
Partnerships	...	...	1,474	12,245	1,699	13,953	15.73
MALAY							
Sole Proprietors	...	...	7,264		8,576		
Partnerships	...	...	154	7,418	181	8,757	9.86
EUROPEAN, ETC.							
Sole Proprietors	...	...	220		258		
Partnerships	...	...	71	291	92	350	.39
Total Sole Proprietors	...	...	68,553		75,938		
„ Partnerships	...	...	9,552	78,105	10,746	86,684	
LIMITED COMPANIES							
				1,777		2,049	2.31
				79,882		88,733	100
Less Cessations	...			—		3,613	
TOTAL	...			79,882		85,120	

## Part III

### THE CUSTOMS AND EXCISE DEPARTMENT

This Department is a Federal Department within the portfolio of the Financial Secretary. It collects customs and excise duties which are Federal revenue as described in Part II of this Chapter and also a small amount of additional Federal revenue in the form of fees, rents and miscellaneous receipts and sales. It also collects and credits to Below-the-Line Account the cess on tin and the various cesses on rubber. In addition the department collects State and Settlement revenue in respect of toddy shops, liquor trade and other licences and royalty on iron ore.

Comparative statements of Federal revenue, below-the-line account collections, and State and Settlement revenue collected, and departmental expenditure, is as follows:

			1953 \$	1954 \$
Federal revenue	...	...	318,217,582	325,013,272
Below-the-line account	...	...	68,703,306	68,969,707
State and Settlement revenue	...	...	8,099,278	9,083,511
Total collections	...	...	395,020,166	403,066,490

	1953 \$	1954 \$
Expenditure (departmental)... ..	8,579,912	8,898,419
Expenditure on duty refunds and drawbacks not debited in 1954 to revenue ... ..	...	1,320,819
Total expenditure, 1954 ...	...	<u>10,219,238</u>

### *Staff*

Additional appointments of senior officers were approved after the introduction of the new tariff in September, but at the close of the year the numbers of staff employed remained well below the authorised establishment.

### *Preventive*

The number of convictions obtained during the year was 1,680. The total fines imposed amounted to approximately \$900,000 of which approximately \$430,000 was paid. 3,160 cases were compounded and these together with forfeitures and other fines led to a total sum of approximately \$300,000 being collected.

### *Suppression of opium smoking*

The policy of total suppression of opium smoking was maintained during 1954. The important task of seeking to intercept raw opium in bulk during importation or distribution within the country occupied a large proportion of the time and energies of the Preventive Branch. Seizures of large consignments were fewer than in former years and there was a drop in the total quantity of the drug seized. Comparative figures of seizures and prosecutions for the past three years are given below:

	1952	1953	1954
Raw opium ... ..	3,075.5 kg.	1,501.2 kg.	526.6 kg.
Prepared opium ... ..	141.8 „	298.5 „	280.2 „
Opium Dross ... ..	30.4 „	18.8 „	12.7 „
Opium pipes ... ..	1,669 pieces	1,333 pieces	665 pieces
Prosecuted persons ...	1,292	1,759	1,185

Action taken against known traffickers under the Banishment and Restricted Residence Ordinances appeared to be effective in breaking up the distributing organisations.

It is estimated that there are 65,000 addicts in the Federation, mostly of the older generation of manual workers. Their number does not appear to be increasing, nor is addiction apparently spreading to the younger generation.



## Part IV

## BANKRUPTCY

The following data indicate the volume of insolvency in 1954 in comparison with that of the last two years:

	1952	1953	1954
Receiving Orders against Firms and individuals ... ..	37	85	95
Wage Earners' Administration Orders ... ..	25	31	23
Estimated Gross Liabilities...	\$1,789,676.96	\$6,870,570.63	\$3,345,594.37
Estimated Total Assets ...	\$ 295,857.64	\$1,174,004.22	\$ 508,580.11
Estimated loss to Creditors...	83.74%	82.91%	84.80%

The incident of insolvency of Firms by trades is set out in the following table:

Type of Business	No. of Cases	Estimated Liabilities \$
Tin Miners ... ..	3	63,520.00
Hardware Dealers ... ..	1	45,775.00
Building Contractors ... ..	9	549,765.00
Textile Merchants ... ..	5	226,390.00
Sundry Traders ... ..	22	261,395.00
General Merchants ... ..	19	868,575.00
Hotel and Restaurant Keepers ... ..	2	8,260.00
Car dealers, Repairers and Drivers ... ..	3	125,835.00
	64	2,149,515.00

Twenty-three Wage Earners' Administration Orders were made in 1954 of which 18 were in respect of Government employees.

A Wage Earner's Administration Order can be made for the summary administration of the Estate of a salaried employee who does not engage in trade where the salary does not exceed \$500 a month.

The Official Assignee wound up the affairs of 13 societies whose registration had been refused or cancelled under the Societies Ordinance, 1949. The total assets so far realised amount to \$42,042.36. The majority of these societies were still in the process of winding-up at the close of the year.

One hundred and fifty-nine Dividends were declared and paid up during the year and the amount distributed was \$232,136. On the 31st December, 1954, \$717,089.08 was standing to the credit of the Bankruptcy Estates Account in cash and investments.

The revenue earned by the Department amounted to \$42,379.28. In addition, the sum of \$13,168.08 representing interest earned on investments was brought to credit.

On the 31st December, 1954, there were 2,436 undischarged bankrupts and debtors in the Federation of Malaya.

The increase of insolvency reflects the general recession of trade during the year under review.

## Part V

### PUBLIC TRUSTEE AND OFFICIAL ADMINISTRATOR

The appointments of the Public Trustee, Federation of Malaya, and the Official Administrator, Federation of Malaya, are held by one officer. By virtue of the Public Trustee Ordinance, 1950, and the Rules made thereunder, the Public Trustee at his discretion, and on appointment by the Court or otherwise, administers the estates of deceased persons. He also undertakes the management of certain testamentary trusts and trusts *inter vivos*; and in certain circumstances he has the power to arrange for the investigation and audit of trust accounts.

There is as yet no Probate and Administration Ordinance for the whole Federation. The Official Administrator consequently operates under the various Probate and Administration Enactments of the former Federated Malay States and the former Unfederated Malay States and in Penang and Malacca under the Probate and Administration Ordinance of the former Straits Settlements. The Official Administrator administers the estates of persons dying intestate when appointed by the Court. In addition under certain circumstances he exercises a statutory power of intervention in the administration of intestate estates of his own motion or at the request of interested parties. Apart from the foregoing the Public Trustee or Official Administrator is required by other written law in certain circumstances to distribute monies payable by Government to the estates of deceased persons.

Annexed to this report is a schedule showing the estates and trusts in charge of the Department and the value of the property administered or under administration. Since 1947, when the Department recommenced activities after suspension during the Japanese occupation, there has been an increasing demand for its services. Transactions during the year have resulted in a turnover of \$11,838,000. This is an increase of more than \$700,000 over the previous year.

The total expenditure in 1954 for the Department chargeable against Government was \$253,991. Fees credited to revenue amounted to \$60,262.08.



The head office of the Department is at Kuala Lumpur where the Public Trustee is assisted by a Deputy, an Accountant, two Assistant Public Trustees and a subordinate staff numbering twenty-three. There are branches at Penang, Ipoh and Kota Bharu, each in charge of an Assistant Public Trustee. Subordinate staff outside Kuala Lumpur number thirteen. In Johore and Malacca the Department is represented by the Assistant Official Assignee established in these areas.

In the early part of the year the Department was brought into closer affinity with that of the Custodian of Enemy Property with a view to the ultimate merger of the two Departments. This was achieved by having the offices of Public Trustee and Official Administrator and Custodian of Enemy Property identified in one person.

## SCHEDULE

## Estates and Trusts

	Official Administrator	Public Trustee
Under Administration on 1st January, 1954	541	500
Accepted during the year 1954 ... ..	184	106
	<u>725</u>	<u>606</u>
Winding up completed in 1954 ... ..	161	164
	<u>564</u>	<u>442</u>
Under administration on 31st December, 1954		

## PROPERTY UNDER ADMINISTRATION

## Official Administrator

	As at 1st Jan., 1954 \$	Added in 1954 \$	Disposed of in 1954 \$	As at 31st Dec., 1954 \$
Cash and Investments	638,197	446,916	610,362	474,751
Immovable Property...	1,355,964	323,030	203,457	1,475,537
Miscellaneous ...	403,998	169,616	215,350	358,264
	<u>2,398,159</u>	<u>939,562</u>	<u>1,029,169</u>	<u>2,308,552</u>

## Public Trustee

	As at 1st Jan., 1954 \$	Added in 1954 \$	Disposed of in 1954 \$	As at 31st Dec., 1954 \$
Cash and Investments	5,766,124	248,699	3,146,151	2,868,672
Immovable Property...	1,776,598	530,192	228,131	2,078,659
Miscellaneous ...	157,309	9,556	44,368	122,497
	<u>7,700,031</u>	<u>788,447</u>	<u>3,418,650</u>	<u>5,069,828</u>
Grand Totals ...	<u>10,098,190</u>	<u>1,728,009</u>	<u>4,447,819</u>	<u>7,378,380</u>

## Miscellaneous

	Cases	Value \$
Number of Estates accepted for administration by the Public Trustee under p. 21 (6) of the Federation War Damage Scheme 1950 ... ..	143	83,715
Number of estates distributed in accordance with directions given by the Official Administrator under the provisions of Sec. 44 of the Police Ordinance, 1952 ... ..	92	unknown

## Part VI

## CUSTODIAN OF ENEMY PROPERTY

The Custodian is a Statutory Officer appointed under the Custodian of Property Proclamation No. 14 of 1945. He is the successor in office of the pre-war Custodians of the Federated Malay States, the Unfederated Malay States and Penang and Malacca. His activities are now governed primarily by the Proclamation and the Regulations set out below:

- (1) Section 9 of the Essential (Trading with the Enemy) Regulations.
- (2) Trading with the Enemy (Custodian of Enemy Property) General Vesting Regulations, 1947.
- (3) The Essential (Trading with the Enemy) (Custodian) (General Vesting) Regulations, 1951.

In dealing with enemy property the Custodian follows the practice and principles of the Administration of Enemy Property Department in the United Kingdom which broadly speaking are applied throughout the Commonwealth. As in other territories the Custodian deals not only with enemy property but also with that of certain Allied Nationals and Neutral Subjects.

A unique feature in Malaya is that, by reason of the occupation by the Japanese, large quantities of property of unknown ownership have come within the purview of the Custodian. By virtue of the provisions of Section 8 (2) (a) of the War Damage Ordinance, 1949, such property became payable to the War Damage Fund. Entitlement not having been ascertained on the 30th June, 1950, as provided by the appropriate *Gazette* Notification, the proceeds of sale of such property amounting to \$65,763,126.76 have been paid into the Fund.

## JAPANESE ENEMY PROPERTY

The legislation carrying out the terms of the Japanese Peace Treaty provides for the appointment of an Administrator of Japanese Property and the liquidation of any property remaining unsold. Proceeds, after deduction of expenses of administration, are to be held at the disposal



of His Excellency the High Commissioner. No appointment of an Administrator has yet been made but the Custodian, having adequate statutory powers of disposal, towards the end of the year with improving rubber prices was able to turn his attention to the problem of realising former Japanese real property (including rubber estates) left in his custody.

At the beginning of 1954 very little movable property remained. The immovable or real property was however considerable and comprised leased properties (principally smallholdings), managed properties comprising thirteen medium and large sized rubber estates and a small number of urban properties and vacant building lots.

During the year small acquisitions by State Governments were made for public purposes, viz., about 37 acres of rubber lands, 2 acres of agricultural lands and 2,520 square feet of urban land at a cost of \$26,847.87. With regard to small scattered rubber and other agricultural holdings 80 lots covering a total area of 1,292 acres were advertised for sale by tender and 63 lots covering a total area of 1,140 acres were sold for \$150,417.87. Four pieces of mining land comprising a total area of 834 acres were also disposed of by tender for \$17,063.50. Acquisitions by State Governments for public purposes and sales by tender of large rubber estates, scattered rubber and other agricultural plots, town and village lands with and without buildings and mining lands have since 1946 up to 31st December, 1954, accounted for \$13,328,555.09. Rentals received in respect of leases and tenancies of shop premises, dwelling houses, rubber and other agricultural holdings, town and village lands during 1954 were \$22,271.51.

Immovable property still in the custody of the Custodian at 31st December, 1954, was as follows:

- (i) 13 Rubber Estates comprising 41,770 acres with 29,250 acres planted.\*
- (ii) 18 plots of rubber and other agricultural holdings (area 154 acres).
- (iii) 16 Town shop lots and building plots with 32 premises.
- (iv) 36 vacant town shop lots and building plots.

The estates in item (i) above continued to be managed by Messrs. Harper Gilfillan & Co. Ltd., Singapore, as Agents for the Custodian. It is gratifying to be able to record that, with the improvement in rubber prices, the estates made a gross profit of \$3,542,828.82 during the year.

Before the end of the year opportunity was taken of the improvement in rubber prices to advertise the estates for sale by public auction or offer. Closing date for offers was fixed at 15th February, 1955.

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\*These were sold during the early part of 1955 at a total figure of \$12,717,327.21 excluding Schedule II replanting credits.

## GERMAN ENEMY PROPERTY

Legislation was still under consideration at the end of 1954, it being contemplated that it would follow the legislation of the United Kingdom Distribution of German Enemy Property Act, 1949. If such be the case, the funds available will be used to satisfy certain pre-war claims against Germans and any balance remaining will, in accordance with a dispensation granted by the United Kingdom Government, be held at the disposal of the Federation Government provided it is used solely for the purpose of financing schemes for the development of the country and for the welfare of the people at large.

Towards the end of the year the market appeared to be favourable for the realisation of Stocks and Shares of rubber and tin companies and, in consequence, 22 different parcels were unloaded realising \$50,742.81. The process of selling was continuing at the end of the year.

## NON-ENEMY PROPERTY

The task of tracing the owners of unclaimed property was largely completed before the commencement of the year, but a small quantity of movable property of unknown ownership remained at the close of the year. A certain amount of property of this character, largely furniture and office equipment, has been on loan to various Government Departments. The process of bringing such items into account against the appropriate Department or Departments will be continued.

## THE CUSTODIAN'S FUND

A schedule annexed to this report shows the principal funds controlled by the Custodian and gives an indication of the value of real and personal property under administration.

Fees for the year credited to Revenue from the Custodian's funds amounted to \$285,280.71. These figures do not of course include the rentals received from leased properties or the profit earned by the managed rubber estates with regard to which reference has been made above. Furthermore no provision was made for interest on liquid assets amounting to \$39,474,350.94 held on the Custodian's behalf by the Treasury.

## STAFF

It has been a particularly difficult year for the diminutive staff. At the commencement of the year this comprised the Acting Custodian of Enemy Property, the Assistant Custodian of Enemy Property and a subordinate staff of 10. This small staff was during the course of the year attached to the Public Trustee Department consequent upon the transfer of the Acting Custodian to other duties. It thus came under the





## Chapter V

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### CURRENCY AND BANKING

#### CURRENCY

The currency of the Federation of Malaya is the Malayan dollar with a sterling value of two shillings and four pence, divided into one hundred cents. Under the Malaya British Borneo Currency Agreement, 1950, between the Governments of the Federation of Malaya and of the Colonies of Singapore, North Borneo, and Sarawak and of the State of Brunei, a Board of Commissioners of Currency, Malaya and British Borneo, was established on 1st January, 1952 consisting of the Financial Secretary, Singapore (Chairman), the Financial Secretary, Federation of Malaya, an officer appointed jointly by the Governments of Sarawak, North Borneo and Brunei, and two other persons appointed by the participating Governments. This Board of Commissioners of Currency is responsible for the issue of currency on a sterling exchange basis. The Commissioners are required to issue on demand currency notes at the rate of one dollar for two shillings and four pence in exchange for sums in sterling lodged in London with the Crown Agents for Oversea Governments and Administrations, and to pay on demand the sterling equivalent of Malayan currency notes lodged with them in Malaya. In 1954 the amount of commission authorised to be charged by the Commissioners was one-eighth of a penny for every dollar issued and one-eighth of a penny for every dollar received.

A Currency Fund has been established, which is maintained at between 100 per cent. and 110 per cent. of the face value of the currency notes and coin in circulation. Each Government is liable to meet any deficiency in the Currency Fund in the event of the assets at any time proving inadequate to meet legal demands for the conversion of currency into sterling.

The coinage is of cupro-nickel, bronze and copper, and all cupro-nickel coins which are legal tender bear the date 1948 or after. Silver coinage bearing dates up to and including the year 1945 was demone-tised at the end of 1952, but such coinage can still be exchanged at the offices of the Currency Commissioners.



The average amount of currency notes in circulation throughout the currency area remained steady for the first half of the year at a little under \$741 million, thereafter declining to \$738 million in November and rising to a peak in December. The amount of currency notes and coin in circulation on the 31st December, 1953 and 1954 was as follows:

		1953 \$		1954 \$
Currency notes	...	740.9 million	...	779 million
Coin	... ..	23 million	...	26.6 million

#### COMMERCIAL BANKS

The following Banks operated in the Federation in 1954:

*Ban Hin Lee Bank Ltd.	... ..	Penang
*The Bank of China...	... ..	Penang, Kuala Lumpur
The Batu Pahat Bank Ltd.	... ..	Batu Pahat
*The Chartered Bank of India, Australia and China	... ..	Alor Star, Butterworth, Ipoh, Klang, Kuala Lumpur, Penang, Port Swettenham, Seremban, Sitiawan, Taiping, Telok Anson, Tanjong Karang
*The Chung Khiaw Bank Ltd.	... ..	Ipoh
*The Eastern Bank Ltd.	... ..	Butterworth, Kuala Lumpur, Penang
*The Hongkong and Shanghai Banking Corporation	... ..	Cameron Highlands, Ipoh, Johore Bharu, Kuala Lumpur, Malacca, Muar, Penang, Sungei Patani, Telok Anson
*The Indian Bank Ltd.	... ..	Kuala Lumpur, Malacca, Penang
*Indian Overseas Bank Ltd.	... ..	Ipoh, Kuala Lumpur, Malacca, Penang
Kwong Yik (Selangor) Banking Corporation Ltd.	... ..	Kuala Lumpur
*The Mercantile Bank of India Ltd.		Ipoh, Kuala Lumpur, Kota Bharu, Kuala Trengganu, Kuala Lipis, Kuantan, Penang

*Netherlands Trading Society	...	Penang
Oriental Bank of Malaya Ltd.	...	Kuala Lumpur, Klang, Seremban
*Oversea Chinese Banking Corporation Ltd.	... ..	Alor Star, Batu Pahat, Johore Bharu, Ipoh, Klang, Kuala Lumpur, Kluang, Kota Bharu, Malacca, Muar, Penang, Seremban, Segamat, Taiping, Telok Anson
*The United Commercial Bank Ltd.		Penang

Those marked \* are authorised to deal in all foreign currencies under the exchange Control Ordinance.

The consolidated assets and liabilities of the commercial banks on 31st December, 1954 are given below:

<i>Liabilities</i>				<i>Assets</i>			
		\$ million (to nearest .1)				\$ million (to nearest .1)	
1. NOTES in circulation	...	...	.1	1. CASH (Legal tender notes and coins)	...	...	50.4
2. DEPOSITS (other than banks)—				2. Balances due from OTHER BANKS—			
(i) Demand	...	453.9		(i) Singapore	...	207.2	
(ii) Fixed accounts	...	83		(ii) Fed. of Malaya	...	64.6	271.8
(iii) Saving accounts	...	50.7					
(iv) Margins held	...	2.4	590.0				
				3. Balances due from BANKS ABROAD—			
3. Balances due to OTHER BANKS—				(i) United Kingdom		122.9	
(i) Singapore	...	6.5		(ii) Elsewhere	...	6.2	129.1
(ii) Fed. of Malaya	...	66.1	72.6				
				4. LOANS AND ADVANCES—			
4. Balances due to BANKS ABROAD—				(i) Primary Production		25.0	
(i) United Kingdom		3.5		(ii) Other industries	...	82.1	
(ii) Elsewhere	...	12.9	16.4	(iii) Others	...	54.8	161.9
5. Other liabilities	...	...	34.8	5. INVESTMENTS—			
				(a) Fed. of Malaya:			
				(i) Treasury Bills	...	5.0	
				(ii) Others	...	54.7	
				(b) Singapore:			
				(i) Treasury Bills	...	—	
				(ii) Others	...	7.0	
				(c) Overseas	...	.3	67.0
				6. Other Assets	...	...	33.7
			713.9				713.9

The net overseas assets amounted to \$113 million.



## POST OFFICE SAVINGS BANK

The following table compares the 1953 and 1954 activities of the Post Office Savings Bank.

	1953 actual	1954 provisional
No. of Deposits ... ..	442,172	497,563
No. of Withdrawals ... ..	292,837	328,237
Excess of Deposits over withdrawals ...	149,335	169,326
No. of accounts open at end of year ...	389,585	439,118
	\$	\$
Amount deposited ... ..	54,065,584	56,964,226
Amount withdrawn ... ..	45,909,236	48,835,255
Excess amount of deposits over withdrawals ... ..	8,156,348	8,128,971

On 31st December, 1954 the total in credit in all open accounts was provisionally \$112,567,388.

The Students Saving Scheme in schools led to deposits of \$91,163 during the year. The Federation Forces Saving Scheme enabling soldiers to have savings deducted from their pay for crediting to their Post Office Savings Bank Accounts led to deposits of \$36,988 in 1954.

## EMPLOYEES PROVIDENT FUND

The Employees Provident Fund was established by law on the 1st July, 1952 under the Trusteeship of the Employees Provident Fund Board. The Board consists of six Government officers (including the Postmaster-General), six other representatives of employers and six representatives of employees and is appointed by the High Commissioner in Council. The Board's investment Policy is subject to the provisions of the Trustees Ordinance.

The Fund is for employees whose total wages at the time of first contributing do not exceed \$400 per month. The provisions of the ordinance apply only to such employees in scheduled occupations. Any qualifying employee already contributing to a fund approved by the Board is exempt. The employer and employee pay equal monthly contributions to the fund according to a scheduled scale; interest on contributions must by law accrue at not less than 2½ per cent.

The employee's credits, consisting of his own and the employer's contribution both with interest, can be withdrawn when he is 55 years of age, on death, or on medical evidence of future unemployability. In addition, on permanently leaving Malaya or after two years' ineligibility to contribute without prospect of again becoming a contributor, similar full withdrawals can be permitted provided that 60 contributions have been paid to the fund; where less than 60 contributions

have been paid, and if certain alleviating provisos do not operate, only the employee's own contributions with interest can be withdrawn, and the employer's contribution with interest remains in the fund as a reserve.

Comparative figures for 1953 and 1954 are given in the table below:

	1953		1954
Employers registered ...	11,985	...	11,671
Employees registered ...	653,530	...	731,425
	\$		\$
Contributions received	56.5 million	...	49.9 million
Withdrawals ... ..	.4 „	...	2.0 „
Refunds ... ..	.07 „	...	0.1 „

By the end of 1954 the net receipts since the Fund started amounted to \$130.8 million.

#### FOREIGN EXCHANGE CONTROL

Simplified and improved Exchange Control Legislation came into force on 1st January, 1954.

#### *Chinese Family Remittances*

These totalled \$7.9 million in 1954 compared with \$12.5 million in 1953.

#### *Barter Trade*

#### *Thailand—*

For the first nine months of 1954 imports amounted to \$3.44 million compared with the figure of \$3.39 million for exports. The arrangement was discontinued on 1st October, 1954 and thereafter limited local frontier trading only was allowed with a turnover of approximately \$20,000 per month.

#### *Indonesia—*

From earlier barter arrangements, there remained outstanding a balance for Malayan exports, which amounted to \$2 million during the year. A new 30/70 per cent. barter trade arrangement came into force on 13th October, 1954 and the figures for the rest of 1954 are shown below:

Imports 100%		Exports (30% of imports)		Remittances (70% of imports)
\$1.5 million	...	\$ .3 million	...	\$ 1 million

#### *Mecca Pilgrimage*

Travel exchange facilities granted to pilgrims amounted to \$3 million in 1954 compared with \$4.8 million in 1953. Travel facilities



were made available in Riyals (the Arabian currency), instead of by means of Sterling Drafts cashed through brokers and guides, as a protection against loss of exchange.

### *Exchange Rates*

At the end of 1954 the following rates of exchange between the Malayan dollar and sterling (shillings and pence) were in force.

\$		Buying sterling		Selling sterling
Telegraphic Transfer (TT) ...		2/4 5/32	...	2/4 1/32
On Demand (OD) ...	...	2/4 3/16	...	2/4 1/32
30 days sight (30d/st) ...	...	2/4 1/2		
60 days sight (60d/st) ...	...	2/4 9/32		
90 days sight (90d/st) ...	...	2/4 11/32		

### TRADE BALANCES

The trade figures for imports and exports for 1954 compared with 1953 including trade with Singapore are as follows:

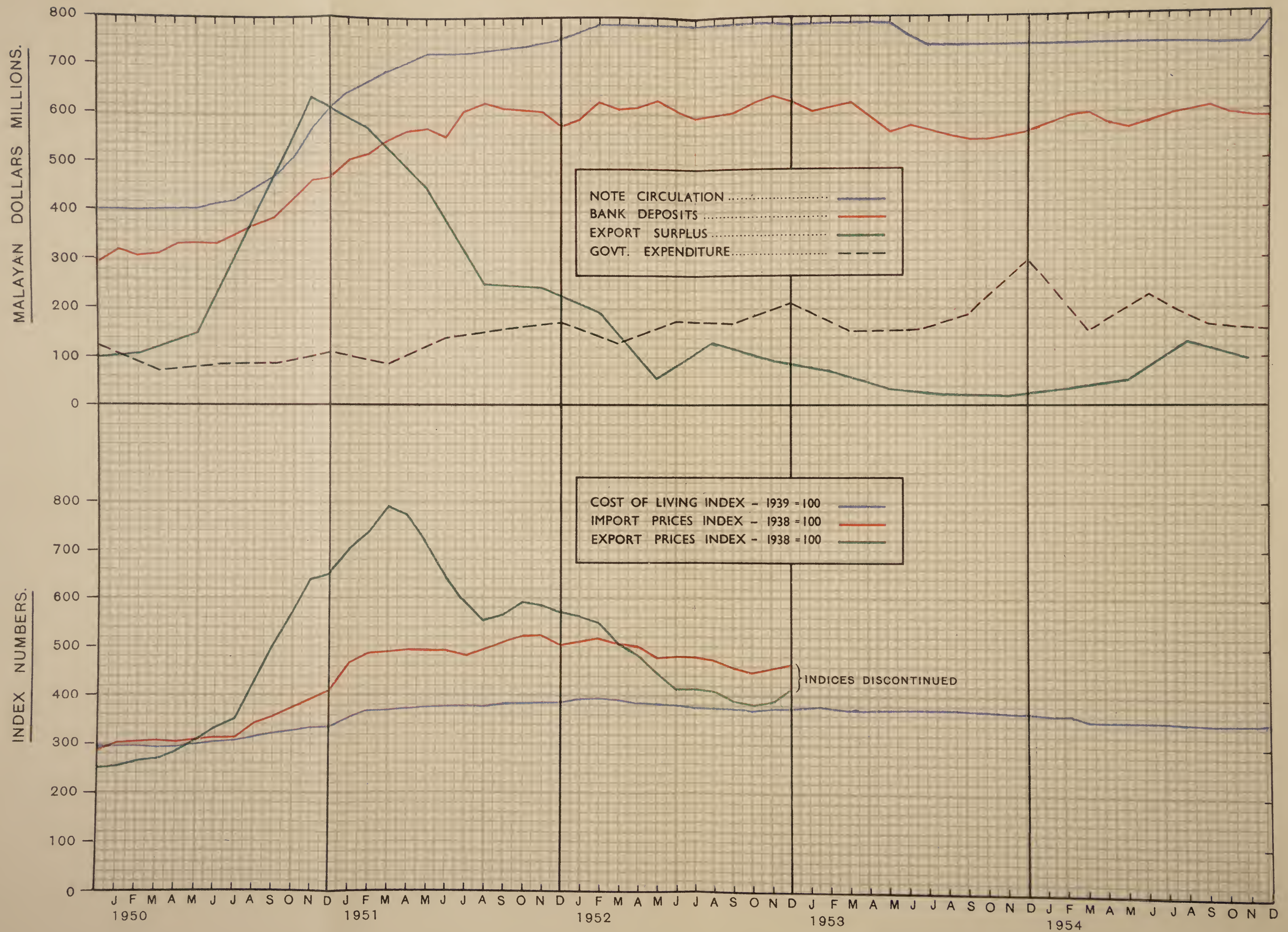
		1953		1954
Imports ...	...	\$1,451.3 million	...	\$1,318.0 million
Exports ...	...	1,599.9 „	...	1,626.9 „
Favourable balance		148.6 „	...	308.9 „





TABLE "A"

ECONOMIC TRENDS 1950 - 1954





## Chapter VI

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### TRADE AND INDUSTRY

#### Part I

#### TRADE

##### GENERAL

Within the portfolio of the Member for Economic Affairs there are two Divisions, each headed by a Controller. The Economic Division covers general economic policy and planning, while the Trade Division covers trade and supply. These two Divisions are the main link between Government and the commercial and industrial interests of the country. There is a Central Advisory Committee on Trade and Supplies under the chairmanship of the Member for Economic Affairs, through which Government obtains unofficial advice and recommendations.

For the year 1954 the Federation had a favourable balance of trade amounting to the provisional figure of \$309 million, compared with \$149 million in 1953. This improved balance was largely accounted for by the increase in the value of tin exports resulting from a record production, and a fall in the value of imports due principally to the very much lower quantity of rice imported during the year. Lower prices and a lower volume of consumer and capital goods imported helped further to reduce the value of imports. In all tables the figures for 1954 are provisional. The economic trends in Malaya over the years 1950 to 1954 are shewn graphically in Table A.

The price of rubber improved steadily throughout the year and more than made good the ground lost in 1953. By December the average was 86 cents per lb. for No. 1 R.S.S. and for the year 67 cents per lb., equal to the average for 1953. Production for the year was some 10,250 tons more than in 1953. Hence both the value of exports and the yield of rubber export-duty showed a small increase over 1953. The price of tin by the end of the year had dropped from its mid-year peak and the average for the year was some \$10 per picul less than in 1953. The record production however caused an increase in the value of tin exports and the yield of export-duty on tin was some \$3 million more than in 1953. Thus provisional figures show that rubber and tin together contributed 80.3 per cent. of total export earnings and in export duty 17.2 per cent. of total Federal revenue.



The trade in importing sugar was returned to commercial hands from the 1st November, and the trade in rice was likewise to be returned to commercial hands at the end of the year. The retail prices of special, local and medium grades of rice were no longer subject to control after 30th April and remaining retail price control of rice was to be lifted on 1st January, 1955. By the end of the year for the first time since the end of the war, there would be no price controls in force at consumer level. The retail market prices of Siam, local and broken rice all showed appreciable decreases by the end of the year.

The flow of supplies allowed the pronounced buyers' market which started in 1953 to continue in most imported commodities. Trade in textiles and other commodities showed signs of greater activity towards the end of the year. In May the quota restrictions were removed from certain types of manufactured goods from Western Europe, leaving no quantitative restriction on imports from that source. Imports of textiles and cement from Japan were at a lower level than the quantities permitted by quotas. There was a relaxation of controls on certain types of goods from North America. The entrepot trade of Malaya improved slightly as a result of better trading conditions with Sumatra, particularly during the last quarter of the year.

The consolidation of the Co-operative Consumers' Movement initiated in 1953 was continued in 1954, and by the end of the year there were 242 registered societies. The striking feature of the year was, however, the expansion of the Movement in the new villages where the number of Co-operative Shops increased to 23 from 12 in 1953. In spite of the prevailing difficult trading conditions, particularly during the first half of the year, 60 per cent. of the Retail Societies made a profit. The Co-operative Consumers' Movement is still an important factor in reducing retail prices.

There is a Trade Commissioner for Malaya in the United Kingdom. His office is in Malaya House, 57, Trafalgar Square, London, W.C. 2.

#### EXTERNAL TRADE IN 1954

Published Malayan statistics contain detailed figures of Malayan trade. For those without access to these statistics, tables are included between pages 117 and 118 showing values of:

Imports by commodities ...	...	Table B
Exports by commodities ...	...	Table C
Imports by countries ...	...	Table D
Exports by countries ...	...	Table E





TABLE D  
IMPORTS BY COUNTRIES FOR THE YEARS 1953  
AND 1954

Countries	1953			1954	
	Value in \$ Million	%		Value in \$ Million	%
Singapore ... ..	556.3	38.3	...	509.1	38.7
United Kingdom ... ..	283.5	28.7	...	260.4	29.0
Australia ... ..	65.4		...	48.3	
Republic of India ... ..	25.6		...	24.6	
Other Commonwealth Countries ...	42.4		...	49.6	
United States of America ... ..	24.8	33.0	...	16.1	32.3
Republic of Indonesia ... ..	105.9		...	133.9	
Burma ... ..	67.1		...	21.6	
China ... ..	23.4		...	19.2	
Thailand... ..	134.1		...	120.4	
Other Non-Commonwealth Countries	122.8		...	114.8	
	<u>1,451.3</u>	<u>100.0</u>	...	<u>1,318.0</u>	<u>100.0</u>

TABLE E  
EXPORTS BY COUNTRIES FOR THE YEARS 1953  
AND 1954

Countries	1953			1954	
	Value in \$ Million	%		Value in \$ Million	%
Singapore ... ..	677.5	42.4	...	589.7	36.3
United Kingdom ... ..	226.8	19.3	...	241.0	22.3
Canada ... ..	20.4		...	27.8	
Republic of India ... ..	40.2		...	45.3	
Other Commonwealth Countries ...	20.7		...	48.7	
United States of America ... ..	231.1	38.3	...	207.5	41.4
Republic of Indonesia ... ..	3.9		...	6.3	
France ... ..	71.7		...	78.5	
Germany ... ..	51.6		...	73.7	
Italy ... ..	37.4		...	56.2	
Netherlands ... ..	31.2		...	31.8	
Japan ... ..	60.9		...	67.2	
Thailand... ..	34.7		...	25.0	
Other Non-Commonwealth Countries	89.1		...	126.7	
	<u>1,598.2</u>	<u>100.0</u>	...	<u>1,625.4</u>	<u>100.0</u>

NOTE—This table excludes Ships' and Aircraft Stores since this item is not analysed by country.  
(1953 = \$1.7 million) and (1954 = \$1.5 million).

The Standard International Trade Classification has been adopted for published statistics as from 1954, and for purposes of comparison the 1953 trade statistics have been cast using the same classification and included alongside the 1954 figures in the tables. The transshipment trade, though considerable, is not included in the Malayan Statistics, but the entrepot trade is included. By "transshipment trade" is meant trade on "through" bills of lading from one non-Malayan port to another which remains in the custody of shipping or airline agents while being transhipped.

From a comparison of Tables B and C, the values of imports and exports for 1953 and 1954 were as follows:

		1953		1954
Imports	} Including Parcel Post but excluding Bullion and Specie	\$1,451.3 million	...	\$1,318.0 million
Exports		1,599.9 „	...	1,626.9 „
Favourable Balance	... ..	148.6 „	...	308.9 „

The largest single increase in export-commodities was that of tin-in-concentrates, which is accounted for by the year's record tin-production. There were small increases in the value of exports of rubber and the class "food, beverages and tobacco" which helped to make the total net increase of \$27 million in the value of exports. The other principal export commodities contributed their usual share to export earnings and showed only minor and mostly insignificant fluctuations. The effects of the improved prices for both tin and rubber were also reflected on the import side in the increased values of these commodities imported in the entrepot trade. The total value of imports was, however, less than in 1953 mainly because the Government purchased far less rice from abroad. Lower prices and a smaller volume of imports reduced the total amount spent on imported consumer-goods and capital equipment.

Changes in the direction of exports and the source of imports during 1954 are worthy of note. Only 36 per cent. of the Federation's export-trade went to Singapore compared with 42 per cent. in 1953. The Federation earned approximately 18 per cent. more from exports direct to the United Kingdom and Commonwealth countries than in 1953 and approximately 9 per cent. more from the rest of the world. Lower earnings from exports to the U.S.A. were more than offset by greater earnings from exports to France, Germany and Italy and nearly a 50 per cent. increase in earnings from exports to "other non-Commonwealth countries." Out of the total cost of imports (Table D) the Federation spent proportionately a fraction more on imports from the United Kingdom and the Commonwealth and less from the United States and the rest of the world than in 1953.



Singapore took only 37 per cent. of the Federation's total trade, as against 40 per cent. in 1953, and the United Kingdom and Commonwealth countries increased their share by 1 per cent. to 25 per cent. Approximately 7.5 per cent. of the Federation's trade was with the United States compared with approximately 8 per cent. in 1953. The trade of the Federation is essentially with the Sterling Area.

Pan-Malayan trade with the Dollar Area since 1948 is shewn in the following tables. The figures relate only to visible trade, but give a reasonably accurate estimate of the balance of payments as a whole, since the value of the invisible trade is only a very small proportion of total trade:

*Pan-Malayan Exports*

	To U.S.A.	Canada	American account countries	Total
1948 ...	M\$ 458.3 m. ...	M\$ 44.3 m. ...	M\$ 16.5 m. ...	M\$ 519.1 m
1949 ...	430.3 „ ...	36.0 „ ...	19.5 „ ...	485.8 „
1950 ...	1,048.2 „ ...	98.3 „ ...	48.5 „ ...	1,195.0 „
1951 ...	1,193.7 „ ...	153.9 „ ...	59.4 „ ...	1,407.0 „
1952 ...	656.8 „ ...	65.6 „ ...	42.1 „ ...	764.5 „
1953 ...	479.6 „ ...	61.8 „ ...	48.1 „ ...	589.5 „
1954 ...	460.6 „ ...	65.3 „ ...	59.5 „ ...	585.4 „

*Pan-Malayan Imports*

	From U.S.A.	Canada	American account countries	Total
1948 ...	M\$ 209.2 m. ...	M\$ 22.8 m. ...	M\$ 11.0 m. ...	M\$ 243.0 m
1949 ...	112.7 „ ...	18.2 „ ...	4.9 „ ...	135.8 „
1950 ...	89.0 „ ...	16.4 „ ...	3.7 „ ...	109.1 „
1951 ...	218.0 „ ...	33.8 „ ...	6.0 „ ...	257.8 „
1952 ...	182.8 „ ...	35.7 „ ...	5.9 „ ...	224.4 „
1953 ...	140.5 „ ...	12.7 „ ...	4.3 „ ...	157.5 „
1954 ...	148.8 „ ...	13.0 „ ...	12.5 „ ...	174.3 „

THE ENTREPOT TRADE OF PENANG

The total trade of Penang with the neighbouring territories of Sumatra, Burma and Thailand was \$176 million, the same as in 1953, compared with \$191 million in 1952. Total foreign trade was \$1,009 million so that Penang's trade with the neighbouring territories represented 17 per cent. of its total in 1954. In the previous year, the percentage was 16 per cent. and in 1952 13 per cent. Yearly comparison of trade with these neighbouring territories is as follows:

Value in millions of dollars								
		Imports		Exports		Total	Unfavourable Balance	
1938	...	59	...	11	...	70	...	48
1949	...	102	...	40	...	142	...	62
1950	...	181	...	35	...	216	...	146
1951	...	283	...	49	...	332	...	243
1952	...	153	...	38	...	191	...	123
1953	...	153	...	23	...	176	...	130
1954	...	150	...	26	...	176	...	124

A substantial increase in trade with Sumatra offset a fall in the import trade with Burma.

The following table shows the annual value of the entrepot trade since 1949 and illustrates the variations which have occurred in the trade since then.

		Value in millions of dollars									
		1949		1950		1951		1952		1953	1954
Sumatra											
Imports ...		26	...	74	...	145	...	47	...	50	75
Exports ...		20	...	21	...	22	...	10	...	1	4
Total ...		<u>46</u>	...	<u>95</u>	...	<u>167</u>	...	<u>57</u>	...	<u>51</u>	<u>79</u>
Burma											
Imports ...		47	...	32	...	58	...	55	...	45	18
Exports ...		<u>7</u>	...	<u>6</u>	...	<u>15</u>	...	<u>12</u>	...	<u>9</u>	<u>11</u>
Total ...		<u>54</u>	...	<u>38</u>	...	<u>73</u>	...	<u>67</u>	...	<u>54</u>	<u>29</u>
Thailand											
Imports ...		41	...	95	...	80	...	51	...	58	57
Exports ...		<u>13</u>	...	<u>8</u>	...	<u>12</u>	...	<u>16</u>	...	<u>13</u>	<u>11</u>
Total ...		<u>54</u>	...	<u>103</u>	...	<u>92</u>	...	<u>67</u>	...	<u>71</u>	<u>68</u>

### *Trade with Sumatra*

Improved trading conditions with Sumatra, particularly during the last quarter of the year, resulted in total trade exceeding that of the previous two years, although still less than half the peak figure of 1951. The main items in the trade are petroleum products, rubber, copra, coffee, arecanuts and textiles; petroleum products alone, from the Palembang area of Sumatra, accounted for one-third of the import trade, while rubber, copra, coffee and arecanuts mainly from the Atjeh area, accounted for most of the remainder. About the middle of the year, the Indonesian Government reintroduced the barter system for all produce from the Atjeh area, except rubber and coffee which were to be exported under letter of credit procedure. Under the barter system, a variation of which prevailed from 1948 to 1951, 70 per cent. of the value of products imported into Penang was to be remitted to the Indonesian exporter in cash and the remaining 30 per cent. in goods within 90 days or in cash after that period. On the whole, the system appeared to be satisfactory to traders and led to improvement in trade.

Of the main item of entrepot trade rubber imports increased to 18,000 tons from 9,800 tons in 1953 and 8,900 tons in 1952; nearly



60 per cent. of the rubber imported was of the top grades, the remainder being mainly for milling. Imports of copra showed a large increase from 9,000 tons in 1953 to 23,000 tons, while coffee similarly increased from less than 200 tons to 1,700 tons. Imports of arecanuts rose almost to the 1952 figure of 15,200 tons, exceeding the quantity imported in 1953 by 3,400 tons.

The Indonesian Government continued their policy of restricting imports as much as possible. The increase in exports of \$4.2 million as against \$1.0 million in the previous year, however, was partly due to exports from Penang against outstanding balances under the previous barter trade and included the export of 1,800 tons of refined motor spirit, valued at \$300,000, this quantity being returned to Sumatra for re-refining. 23 per cent. of total exports to Sumatra consisted of textiles and cotton clothing.

#### *Trade with Burma*

Imports from Burma dropped sharply from \$44.5 million in 1953 to \$17.8 million in 1954. Up to 1953, rice formed the bulk of imports from that country, 46,000 tons being imported in 1952 and 48,000 tons in 1953. Non-renewal of government-to-government contracts led to complete cessation of rice imports into Penang. Imports of rubber increased from 4,800 tons valued at \$6 million in the previous year to 7,700 tons valued at \$9.4 million in 1954. There was a slight fall in the import of tin ore and concentrates from 1,400 tons valued at \$6.3 million in 1953 to 1,200 tons valued at \$5 million.

Main exports to Burma are coconut oil, arecanuts and fresh coconuts, these three items accounting for 80 per cent. of total exports. Coconut oil continued to be the chief item of export, increasing from 3,300 tons in 1953 to 4,600 tons in 1954, though still some 2,000 tons below the 1952 figure. Exports of arecanuts, an important commodity in the entrepot trade of Penang, also increased from 4,000 tons in 1952 and 3,600 tons in 1953 to 5,500 tons in 1954, valued at \$2.6 million. Exports of fresh coconuts continued to increase both in value and volume, from 7.6 million nuts in 1952 valued at \$1.5 million and 8.4 million valued at \$1.7 million in 1953 to the high figure of nearly ten million nuts at \$1.8 million in 1954.

#### *Trade with Thailand*

Tin ore and concentrates, rice and petroleum products are the main commodities in the trade with Thailand, their value accounting for 95 per cent. of the total trade in 1954. The decline in total trade from \$71 million in 1953 to \$67 million, which equals the 1952 figure, was due to a sharp fall in rice imports, the value of which fell by 57 per cent.

Imports of tin ore and concentrates increased from 5,000 tons to 8,000 tons, the increase in their value, however, from \$23 million to \$36 million, was not sufficient to compensate for the sharp fall in the value of rice imports. Tonnage of rice imported declined from 54,000 to 12,000, the value decreasing by \$16 million. There was an increase of 2,000 tons in charcoal imports to 28,000 tons, accompanied by a slight increase in value to \$1.7 million.

Exports of petroleum products accounted for \$6.2 million in 1954 compared to \$5.8 million in 1953. Other exports to Thailand consisted of a large variety of manufactured goods, \$2 million worth of which in 1954 represented a variety of items of which the monthly export value of each was less than \$10,000. Both the volume and value of almost all these export commodities fell during the year. The decline was partly due to an extension of import licensing in Thailand. An import ban on a large number of commodities, introduced in November 1954, is expected still further to reduce exports from Penang.

## Part II

### FOOD AND PRICE CONTROL

#### IMPORTS

##### *Rice*

During 1954 the Federation Government contracted with the Thai Government for the import of 115,000 metric tons of rice (113,189 long tons). The import of this tonnage was fulfilled by the end of the year. There were no Government imports of rice from either Burma or Indo-China. In addition to the tonnage mentioned above, Government purchased through local commercial channels 1,600 tons of parboiled rice from Siam and 1,800 tons of the same grade from local millers for distribution for consumption by the labour forces of estates. The Government also bought 1,980 tons of "A" Grade Broken Rice from the Singapore Government. Government purchases from the local padi crop amounted to the equivalent of approximately 1,400 tons of rice. In addition 2,065 tons of rice were bought from local mills.

##### *Sugar*

Until the 3rd August 1954, sugar was procured by Government through the Ministry of Food and sold to the public at the controlled price of 40 cents per katty. Thereafter until the end of October, it was imported under quota; on the 1st November 1954, the import and distribution of sugar were returned to the commercial trade.



## RATIONING

*Rice*

The ration scale generally in force in areas where rationing was imposed for Emergency reasons was:

5	katties	per	head	per	week	for	adult	males
4	„	„	„	„	„	„	„	females
3½	„	„	„	„	„	„	„	children up to the age of 12

Of this ration up to 3½ katties per head could be taken in Government rice and the balance in “free market” rice until 29th March, 1954. Thereafter where rationing was in force, the whole ration could be purchased in Government rice.

During the year the prices of Government rationed rice were reduced three times, mainly affecting Medium Grade Rice. From the middle of August there were three grades of imported rice with the following price limitations sold against Government ration documents:

(a)	High Grade Rice	...	...	...	...	38 cents per katty
(b)	Medium Grade Rice	...	...	...	...	No maximum price
(c)	Low Grade:					
	(i) Siam Broken Rice A.I. 1954	...	...	...	...	22 cents per katty
	(ii) Local Rice	...	...	...	...	No maximum price

Heavy labour rations remained the same as in the previous year, that is to say, an additional 2 katties per week per head for certain classes of labourers doing arduous work. In certain areas the extra ration is not permitted owing to the risk of leakage to the terrorists.

## PRICE CONTROL

Bread was decontrolled from April 1954, all types of sugar from August 1954, cups of coffee and tea (with or without milk) with effect from November, and rice (except ex-godown prices) as from 31st December 1954. Thus by the end of the year, and for the first time since the war, all controls on prices to the consumer had been lifted.

## LOCAL PRODUCTION OF RICE

The 1953/54 local crop was 408,000 tons which is a slight decrease as compared with the previous season's production of 441,000 tons. The price guaranteed by Government to padi producers remained unchanged at \$17.00 per picul at mill-door. Government purchased good quality local rice during the year from two local millers at \$29.15 and \$29.04 per picul. Government purchased local rice from the Government Rice Mill in Perak at \$31 per picul during the early part of the year and at \$28 per picul during the latter part.

## Part III

### INDUSTRY

#### RUBBER

Detailed information on production is contained in the next chapter. The remarks that follow are accordingly restricted to a general appreciation of trends and major events affecting the industry during the year.

Rubber producers in the Federation have continued to operate against the background of Emergency conditions. The general improvement in this respect has enabled a greater freedom of movement for tapping and maintenance of areas which had previously been difficult to cover. The cost of protective and precautionary measures remains high.

The steady decline in the price of natural rubber over the last few years continued into the first quarter of 1954, when the average price of No. 1 R.S.S. fell to 55 cents a lb. Thereafter the price rose and by the end of the year was above 85 cents a lb. The main cause of this recovery in price was probably the improved statistical position with the supply of and demand for rubber in near equilibrium. An excess of supply had been one of the major depressing factors in the previous two years. A further reason for the increase of price towards the end of the year may have been uncertainty whether the disposal of the U.S. synthetic plants due to take place in the first half of 1955 would result in temporary supply difficulties or an increased price for synthetic rubber.

Production which had declined each year from 1950 increased by 10,000 tons in 1954, very largely from smallholdings in response to the higher price.

The production of concentrated latex continued to increase as shown by the following figures:

Year			Production of Concentrated Latex (tons)	Percentage of Total Estate Production (percentage)	
1952	...	...	47,625	...	14.1
1953	...	...	72,347	...	21.1
1954	...	...	95,510	...	27.9

There is a small but rapidly increasing amount of rubber being technically classified. The figures were 5,520 tons in 1951 and approximately 38,000 tons in 1954.

Estate replanting which fell to 30,000 acres in 1953 increased to about 40,000 acres in 1954. In the eight years 1947-54 inclusive estates have replanted some 350,000 acres or 17 per cent. of the total estate acreage. Progress in this field has been very uneven and while one



section of the estate industry has replanted extensively another section has done little or no replanting. The position is illustrated by the following table which shows the distribution of immature rubber on estates at the end of 1953:

Percentage of Immature Rubber (Percentage)		Estate Acreage (Acres)	Percentage of total Estate Acreage (Percentage)	
Under 5	...	497	...	24
5-10	...	81	...	4
11-15	...	573	...	28
16-20	...	15	...	1
Over 20	...	863	...	43
		<hr/> 2,029 <hr/>	...	<hr/> 100 <hr/>

About 30,000 acres of smallholders' rubber was replanted under the smallholders' replanting scheme in 1954 making 50,000 acres replanted in the two years of the scheme. This was less than was hoped for but about two and a half times the total area replanted by smallholders in the seven years 1946-52 inclusive.

An event of major importance in 1954 was the arrival in June of the Mission of Enquiry into the Rubber Industry of Malaya. The Mission, which was composed of three members, was appointed as a result of an agreement between Government and the Rubber Producers' Council, the organisation representing all rubber producing interests in the Federation, concerning the need for an impartial investigation into certain aspects of the competitive position of the rubber industry. The terms of reference of the Mission covered:

- (i) taxation of the industry in relation to costs of production
- (ii) the maintenance of existing capital in the industry and the attraction of fresh capital for development
- (iii) replanting
- (iv) the marketing and processing of smallholders' rubber
- (v) unemployment in the industry in the event of a recession in price.

The Mission's report, which was published in October, made a number of important recommendations concerning replanting and taxation in particular. These were the subject of informal discussion between Government and the industry at the end of the year.

Representatives of the industry attended the eleventh session of the International Rubber Study Group at Colombo in May, 1954.

ESTATES: PLANTED ACREAGE, BY SIZE GROUPS AND NATIONALITY OF OWNERSHIP SHOWING  
ACREAGES OF HIGH-YIELDING MATERIAL

	No.	Total Planted Acreage	Estates with no High-Yielding Material		HIGH-YIELDING MATERIAL												Total High- Yielding Acres	% of Columns
			Number of Estates	Acreage	Number of Estates Less than 10 Acres	Number of Estates	10-49 Acres	Number of Estates	50-99 Acres	Number of Estates	100-499 Acres	Number of Estates	500-999 Acres	Number of Estates	Over 1,000 Acres	Number of Estates		
			(A)	(B)	(B-A)													
EUROPEAN	85	24,974	19	4,407	2	9	19	499	16	1,079	29	6,467	—	—	—	66	8,054	32.2
	143	108,022	8	5,433	1	6	11	300	11	808	86	25,254	26	—	—	135	44,267	41.0
	253	366,593	9	12,910	1	5	2	65	11	839	100	30,565	99	31	42,947	244	143,519	39.1
	184	569,146	1	3,309	1	2	—	—	3	255	22	7,135	53	104	188,624	183	234,707	41.2
	48	343,703	—	—	—	—	—	—	—	—	2	659	4	42	149,236	48	152,752	44.4
Total	713	1,412,438	37	26,059	5	22	32	864	41	2,981	239	70,080	182	177	380,807	676	583,299	41.3
CHINESE	1,033	206,541	678	124,323	17	105	113	2,998	94	6,671	131	24,442	—	—	—	355	34,216	16.6
	134	94,110	46	31,330	1	7	9	260	13	900	47	10,139	18	—	—	88	23,086	24.5
	55	77,579	11	13,755	—	—	3	122	1	85	18	5,254	14	8	9,732	44	24,713	31.9
	19	53,366	3	6,115	—	—	—	—	1	81	4	1,286	3	8	14,157	16	17,671	33.1
	4	30,510	—	—	—	—	—	—	—	—	1	306	—	3	13,124	4	13,430	44.0
Total	1,245	462,106	738	175,523	18	112	125	3,380	109	7,737	201	41,427	35	19	37,013	507	113,116	24.5
INDIAN AND OTHERS	480	90,971	334	57,465	8	34	63	1,884	38	2,614	37	6,140	—	—	—	146	10,672	11.7
	35	25,234	7	4,777	1	5	4	93	6	429	16	3,679	1	—	—	28	4,884	19.4
	11	16,244	3	4,374	—	—	—	—	—	—	6	1,613	1	1	1,175	8	3,452	21.3
	3	8,353	—	—	—	—	—	—	—	—	1	319	—	2	2,867	3	3,186	38.1
	2	14,360	—	—	—	—	—	—	—	—	—	—	—	2	9,146	2	9,146	63.7
Total	531	155,162	344	66,616	9	39	67	1,977	44	3,043	60	11,751	2	5	13,188	187	31,340	20.2
ALL NATIONALITIES	1,598	322,486	1,031	186,195	27	148	195	5,381	148	10,364	197	37,049	—	—	—	567	52,942	16.4
	312	227,366	61	41,540	3	18	24	653	30	2,137	149	39,072	45	—	—	251	72,237	31.8
	319	460,416	23	31,039	1	5	5	187	12	924	124	37,432	114	40	53,854	296	171,684	37.3
	206	630,865	4	9,424	1	2	—	—	4	336	27	8,740	56	114	205,648	202	255,564	40.5
	54	388,573	—	—	—	—	—	—	—	—	3	965	4	47	171,506	54	175,328	45.1
GRAND TOTAL	2,489	2,029,706	1,119	268,198	32	173	224	6,221	194	13,761	500	123,258	219	201	431,008	1,370	727,755	35.9



## TIN

Further details of the industry within the Federation are given in the section dealing with Mining in Chapter VII—Production.

Imports of tin concentrates into Malaya (including Singapore) during 1954 increased to 13,312 tons, compared with 8,647 tons in 1953. Of the 1954 total, 11,781 tons were from Thailand, 1,374 tons from Burma and the balance from other countries in the region.

Exports of tin metal from Malaya (including Singapore) totalled 70,278 tons, compared with 61,753 tons in 1953 and the record figure of 81,801 tons in 1950. The most important buyer was the U.S.A. with 40,429 tons, compared with 30,313 tons in 1953. The United Kingdom, Japan and Europe continue to take the bulk of the balance of Malayan production.

Revenue from the *ad valorem* export duty increased to \$53.6 million, compared with \$51.3 million in 1953 and \$68.5 million in 1952, the tin industry being the second most important source of Federal Customs revenue in 1954.

The patient negotiations of the past four years to form an International Tin Agreement led to a sufficient number of producing and consuming countries signing the Agreement by June, 1954. Ratification of the Agreement is now awaited. With the cessation of United States purchases of tin for their strategic stockpile early in 1955, it is anticipated that world tin production will greatly exceed consumption, with the consequent fall in the price, resulting in serious damage to the economies of the producing countries. The Agreement has been put forward by the consuming and producing countries alike as an earnest attempt to curb the adverse effects of wide fluctuations in the price of the metal on the economies of the producing and consuming countries alike. For Malaya it offers the prospect of comparative stability in her second most important industry. The United Kingdom was asked to sign the Agreement on behalf of Malaya in January, 1954, and at the meeting of the Federal Legislative Council on 18th August, it was decided that the United Kingdom should be asked to ratify it on behalf of Malaya. The Agreement seeks to keep the price of the metal between £880 and £640 per ton by the operation of a Buffer Stock of 25,000 tons and by restriction on the production of tin should it be necessary in order to keep the price between the limits given above. Malaya's contribution to the Buffer Stock will be 5,491 tons of tin or its equivalent in cash, valued at £640 per ton, i.e. \$50.25 million. This sum will be required in three instalments, the first of \$30.15 million followed later by two instalments each of \$10.05 million. Domestic arrangements for the implementation of the Agreement were well in hand at the end of the year.





Driving a new road through virgin jungle in Pahang. Construction of the Temerloh-Maran link in the road from Kuala Lumpur to the East Coast





*left*  
Examining cocoa pods

*Agricultural Research*

*below*  
Large imported male  
goat, shown with tiny  
local female and  
specimen of larger  
variety resulting from  
cross-breeding the two





## OTHER INDUSTRIES

With the exception of rubber and tin, the industries of the Federation are of a "secondary" character. Some are complementary to the primary industries such as the processing of rubber, tin, pineapples and copra, and the light engineering enterprises which cater for the repair and maintenance of tin mining and rubber processing machinery. Other engineering enterprises include the repair of motor vehicles and earth-moving equipment, the manufacture of bus and commercial vehicle bodies, boat-building and light foundry work. There are a number of small firms catering for goods for consumption within the Federation, few of which have any significant export trade. In this category are firms engaged in the manufacture of:

## (1) Foodstuffs:

Biscuits, Chinese pickles and sauces, confectionery, mineral waters, ice-cream.

## (2) Building Materials:

Bricks, tiles, sanitary ware and wire fencing.

## (3) Miscellaneous:

Potteries, distilleries, rubber tyres, rubber footwear, matches, cigars and cigarettes.

There is one cement factory in the Federation, which commenced operation in mid-1953. Its production in 1954, the first full year of operation, was 85,061 tons. Its maximum production with one kiln is expected to reach 110,000 tons annually, which will be sufficient to meet the requirements of the whole of Central Malaya. There are small soap factories in all the States and Settlements, but over three-quarters of the total Federation production comes from a large firm's new factory at Kuala Lumpur.

Some annual production figures for secondary industries in the Federation are given hereunder:

Industry			Unit		1952		1953		1954	
Cement	...	...	Tons	...	...	Nil	...	31,317	...	85,061
Soap	...	...	Tons	...	...	3,840	...	10,735	...	13,205
Rubber footwear	...	...	Million pairs	...	...	8.32	...	9.10	...	10.47
Bricks	...	...	Millions	...	...	23.9	...	28.5	...	31.3
Biscuits	...	...	Tons	...	...	3,559	...	2,845	...	3,187
Soft Drinks	...	...	Million gallons	...	...	10.2	...	9.5	...	7.2

In the workshops of the Malayan Railway, locomotives, rolling stock and ancillary equipment are maintained and railway carriages and trucks are built to a high standard of craftsmanship.



In addition to the above, there are scattered about the country small-scale Malay cottage-industries, whose production is not recorded. The largest and best-known items produced are woven sarongs, Kelantan silverware and baskets.

## Part IV

### INTERNATIONAL ECONOMIC AND FINANCIAL CONFERENCES

#### *Economic Commission for Asia and the Far East*

The Federation was represented at the Tenth Session of the Economic Commission for Asia and the Far East and the Sixth Session of the E.C.A.F.E. Committee on Trade and Industry, held at Kandy in January and February, 1954, by the Hon'ble Dato Nik Ahmed Kamil, D.K., S.P.N.K., P.Y.G.P., C.B.E., who led the Malaya/Borneo delegation at the Tenth Session of the Commission. A number of Sub-Committees of E.C.A.F.E. and Working Parties met during the year, and the Federation sent representatives to the following: Regional Technical Conference on Water Resources Development (Tokyo in May, 1954), Electric-Power Sub-Committee (Tokyo in October, 1954), Railway Sub-Committee (Tokyo in October, 1954), *ad hoc* Working Party of Senior Geologists (Bangkok in November, 1954), Sub-Committee on Mineral Resources (Bangkok in November, 1954). A representative of the Federation took part in a Study Tour of Cottage Industry Experts in Japan during May, 1954.

#### *Food and Agricultural Organisation*

Representatives of the Federation took part in the Technical Meeting on Co-operatives in Asia and the Far East held in Ceylon in February and March, 1954.

#### *Colombo Plan*

The Annual meeting of the Consultative Committee for Economic Development in South and South East Asia (the Colombo Plan) for 1954 was held in Ottawa during September and October. The Federation representatives in the U.K. delegation were led by the Hon. Dato Nik Ahmed Kamil, D.K., S.P.N.K., P.Y.G.P., C.B.E. The Committee made a comprehensive review of economic development in South and South East Asia and of assistance given by donor countries during 1953/54 and drew up its Third Annual Report which has already been published.

## Part V

## REGISTRATION OF COMPANIES AND TRADE MARKS

## REGISTRATION OF COMPANIES

*Legislation*

Registration of companies in the Federation of Malaya is based primarily on the Straits Settlements Companies Ordinance, No. 49 of 1940. There has been legislation applying it to the Federation and making slight amendments. A bill to bring the local law into line with the Companies Act, 1948, has been introduced into the Legislative Council and was referred to a Select Committee on 11th September, 1952. Ordinances relating to Life Assurance companies, Fire Insurance Companies and Trust Companies were introduced in 1948 and 1949. Winding-up of companies is governed by the Companies (Winding-up) Rules, 1946.

*Local Companies*

One hundred and fourteen local companies, that is companies incorporated in the Federation of Malaya, were registered in 1954, and the total number of such companies on the Registers as at 31st December, 1954, was 1,648. Of the local companies registered with a share capital during the year 7 were public companies and 106 private companies. Their nominal share capital amounted to \$48,118,300 as against a total of 161 companies with a total share capital of \$54,483,500 in 1953. One company was registered without a share capital during the year.

*External Companies*

Turning to external companies, that is all companies incorporated outside the Federation and including those incorporated in Singapore, 44 were registered in 1954. During the year 33 companies were removed from the Registers under Section 306 of the Ordinance as having ceased to maintain a place of business in the Federation. The number of such companies on the Registers as at 31st December, 1954 was 925.

*Liquidations*

During the year 38 companies (share capital \$7,336,350) went into voluntary liquidation. A further 16 companies were dissolved under Section 229 (4) of the Ordinance and 20 were struck off under Section 281 (5). Six companies went into compulsory liquidation or were placed under supervision during the year.

*Revenue*

The total revenue collected during the year amounted to \$87,545 as against \$105,834.85 in the preceding year.



## REGISTRATION OF TRADE MARKS

The Registrar of Trade Marks, Federation of Malaya, is a statutory appointment made under the Trade Marks Ordinance, 1950, which came into force on the 1st January, 1951. The offices of Registrar of Trade Marks, Federation of Malaya and Registrar of Trade Marks, Singapore are held by one officer, who as a matter of administrative convenience resides and has his headquarters in Singapore. An office is maintained in Kuala Lumpur and is regularly visited by the Registrar.

The following particulars indicate the Department's activities in the Federation during 1954:

Number of applications received	...	...	...	...	1,408
Registered	...	...	...	...	1,698
Refused	...	...	...	...	121
Abandoned	...	...	...	...	83
Withdrawn	...	...	...	...	47
Awaiting decisive action	...	...	...	...	455
Accepted and awaiting registration	...	...	...	...	554
Pending and awaiting primary action	...	...	...	...	30
Amount of fees received	...	...	...	...	\$118,073
Hearings	...	...	...	...	302
Oppositions (T.M. 12)	...	...	...	...	20
Grounds of decision (T.M. 8)...	...	...	...	...	3
Renewals	...	...	...	...	468

## Chapter VII

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### PRODUCTION

#### Part I

##### LAND UTILISATION AND TENURE

Land legislation is not uniform throughout the Federation, as most of it was enacted prior to the establishment of the Federation, when there were seven separate legislative bodies. All the States, however, have adopted registration of titles on the Torrens model, and in general their land laws do not differ widely. In the Settlements, systems of registration of deeds are still in force, except for parts of Malacca territory in which customary rights in land are registered.

Throughout the Federation the owner of land either derives his title from a grant by the Crown or by the Ruler or from rights created by the clearing and cultivation of land, which were recognised when rights in land were investigated and recorded on the introduction of land registration. Since then the ownership of land has been formally vested in the Ruler and it is alienated either by the Ruler in Council, or by Collectors of Land Revenue or other officers, to whom the power of alienation of small areas has been delegated.

Most land throughout the Federation is held in perpetuity, subject to the payment of a fixed annual tax, known as rent, and to certain implied conditions, intended to enforce proper cultivation.

The Land Code of the former Federated Malay States and the Land Enactments do, however, provide for the issue of leases, and it is the present policy of most of the Governments on giving land within towns to give it out on lease: and this policy has now been extended to the alienation of land in New Villages.

It is also becoming common practice, when large areas of land are alienated to Companies for agricultural purposes to do so on lease. In all the States and Settlements the Government has the power under special legislation to acquire land needed for public purposes and also for leasing for mining.

Except as regards Malay Reservations and land in Kelantan there are no restrictions on the ownership of land by inhabitants of the country other than the Malays, by persons domiciled abroad or by Companies registered outside the country provided that they comply with certain



legal provisions. The Malay Reservations cover considerable areas in all the States, and in these no person other than a Malay, or, in Kedah, a Siamese, can hold or acquire an interest in land, unless he held it before the Malay Reservation was established.

As stated previously, most land is held in in perpetuity by individuals, but in parts of Malacca and Negri Sembilan land is regarded as belonging to the tribes and, as such, cannot usually be occupied by anyone other than a female member of a tribe.

## Part II

### AGRICULTURE

#### RUBBER

Comparative statistics relating to rubber in the Federation are as follows:

PLANTED ACREAGES						
Calendar Year		Estates (Acres)		Smallholdings (Acres)		Total (Acres)
1950	...	1,964,000	...	1,394,000	...	3,358,000
1951	...	1,964,000	...	1,571,000	...	3,535,000
1952	...	1,997,000	...	1,616,000	...	3,613,000
1953	...	2,030,000	...	1,698,000	...	3,728,000
1954	...	—	...	—	...	—

PRODUCTION (IN TONS)						
Calendar Year		Estates		Smallholdings		Total
1950	...	376,000	...	317,000	...	693,000
1951	...	328,000	...	276,000	...	604,000
1952	...	341,000	...	242,000	...	583,000
1953	...	341,000	...	232,000	...	573,000
1954	...	343,000	...	240,000	...	583,000

The Pan-Malayan imports and exports of rubber during the same periods were:

PAN-MALAYAN IMPORTS AND EXPORTS (IN TONS)						
Calendar Year		Gross Exports		Gross Imports		Net Exports
1950	...	1,107,000	...	449,000	...	658,000
1951	...	1,155,000	...	547,000	...	608,000
1952	...	910,000	...	339,000	...	571,000
1953	...	847,000	...	278,000	...	570,000
1954	...	915,000	...	344,000	...	571,000

The steady decline in the average price of rubber which characterised 1953 continued until the end of March, 1954, when it was checked to give place to a steady if unspectacular upward trend which raised the price to 70 cents per lb. in July (the highest price since May, 1953) and to 98.5 cents per lb. on the 31st December. The recorded monthly

average prices of No. 1 R.S.S. (Ribbed Smoked Sheet) in January and December were 55.88 and 86.15 cents per lb. respectively.

Since the estate industry demands the careful and efficient management of a long-term asset, production would not be expected to react sharply to price variations; nor did it. The smallness of the increase in estate production recorded in 1954—1,689 tons—was not entirely due to that factor, however, for output is also governed by the extensive replanting programme undertaken by estates since the war, and a period of static or even declining production must be accepted until the replanted areas come into full bearing. Smallholding production in 1954 topped that of 1953 by some 8,555 tons, the increase undoubtedly arising from the stimulus of improved prices during the second half of the year.

Rubber in Malaya is generally marketed in the form of Ribbed Smoked Sheet, Crepe and Preserved Latex. Small quantities of specialised types such as Rubber Powder and Cyclised Rubber are also produced. One interesting feature of the market trend shown by an analysis of exports for the last few years is that Preserved Latex accounted for a higher percentage (10 per cent.) of total exports in 1954 than ever before.

The marketing of technically classified rubber continued to receive increased support and the system was gradually being extended to embrace smallholding produce, the bulk of which is still, unfortunately, of sub-standard quality. Latex marketing schemes, introduced with the dual purpose of improving the quality of the rubber produced by smallholders and of increasing the value to the smallholder of his crop, have not in practice fulfilled their early promise and have made little headway in the last year or two.

As evidenced by production figures, the incidence of tapping on smallholdings was not significantly arrested by the low prices prevailing during the first quarter. What was noticeable, however, was the changeover from family tapping during that period to tapping by hired labour when prices improved later in the year.

The replanting target of 50,000 acres for 1954 was not reached. Of 12,981 applications to replant rubber on 51,691 acres, only 9,895, totalling 34,807 acres, fulfilled the stipulated conditions and received the necessary approval. By the end of December, 7,398 of the approved applicants, with a total of 21,504 acres, had received the first cash grant which is payable when felling, clearing, lining and holing are completed and official authority given to commence planting.

When conditions are suitable, encouragement is given to replant with crops other than rubber; the same scale of grant as in the case of



rubber being paid. This policy resulted in 1954 in 1,520 applicants (4,221 acres) from a total of 2,076 (6,272 acres) receiving approval to replant with approved crops.

From the date of commencement of the scheme, 49,701.5 acres has been replanted with high yielding rubber and 3,461 acres with approved crops. The latter comprised fruit (1,010 acres), coconuts (865.5 acres), coffee (878 acres), padi (545 acres), pineapples (161 acres) and sago (2 acres). Up till the end of 1954 the approximate total financial outlay under Schemes 1 and 2 of Fund " B " amounted to \$8,250,000.

A high standard of maintenance in replanted holdings is exacted and cash grants may be withheld if maintenance is found to be sub-standard. In regard to lalang (*Imperata cylindrica*) in particular, full and complete eradication is demanded on the grounds that once it becomes firmly established, not only will the replanted rubber be several years late in coming into bearing but yields may be permanently impaired and the advantage accruing from the use of high yielding material very greatly reduced.

To the smallholder, lacking mechanical aids, the task of replanting calls for sustained, hard physical labour. No opportunity is neglected, therefore, of discovering ways and means to lighten his burden. To give an instance, the hormone 2: 4: 5-T when tested as a tree killer was shown to be of distinct promise and its organised use to kill old rubber is likely to be widely extended in 1955.

In November, 1954, the total grant payable to smallholders was raised from \$400 to \$500 per acre with payment made retrospectively. Even with this additional incentive, what precisely will be the effect on next year's replanting programme in a period of higher prices from December onwards is still unknown.

The new planting of rubber continued, principally in Kedah, Kelantan, Trengganu, Perak and Pahang.

The current prices charged to the smallholder for budwood and clonal seedlings of 25 cents per yard and 15 cents per seedling are equated to commercial costs, and on an acreage basis the cost is approximately \$30 for either clonal seedlings or buddings, including budgrafting.

#### RICE

The 1953-54 season saw sustained interest in padi planting with a nett gain in the planted acreage of 11,980 acres over the previous season. Unfortunately, however, adverse weather conditions during the season were such as to offset the anticipated gain in production from the increased acreage planted. Of the main padi growing States, those on the east coast were the worst affected by the weather, fully 18,000 planted

acres being ruined by either floods or drought. Despite, therefore, the extensive use of high yielding seed and fertiliser and the considerable improvement effected in drainage and irrigation, it is still an indisputable fact that Malaya's unpredictable weather remains the vital deciding factor in crop yields.

An increase of upwards of 20,000 acres is reasonably certain in the planted acreages for the 1954-55 season and should make it, on acreage, the best for the last four seasons. The following table gives comparative figures for acreages under wet and dry padi together with yields since 1949:

Season	Wet Padi		Dry Padi		Total Padi	
	Acreage (Planted)	Yield (Tons)	Acreage (Planted)	Yield (Tons)	Acreage (Planted)	Yield (Tons)
1949-50 ...	871,000	667,000	59,000	24,000	931,000	692,000
1950-51 ...	829,000	685,000	47,000	18,000	875,000	703,000
1951-52 ...	790,000	526,000	41,000	16,000	831,000	541,000
1952-53 ...	790,000	684,000	44,000	16,000	834,000	700,000
1953-54 ...	809,000	635,000	37,000	13,000	846,000	648,000

Dry padi accounts for a relatively insignificant portion of the total area planted with padi; on acreage it amounts to roughly 4.6 per cent. and on production, because of consistently lower average yields, to only 2 per cent. Included in the above table are data relating to double cropping with wet padi which, although amounting to only just over 1 per cent. of the total main crop acreage in 1954, is nevertheless receiving increased attention where controlled irrigation is possible, and acreages have doubled over the last three seasons.

When weather permits, there is no doubt that padi is being grown more and more efficiently, but the yield increases per unit area do no more than keep pace with the additional requirements of a steadily growing population. The ratio therefore of production to consumption has varied very little since the war.

Production, with very few minor exceptions, is in the hands of the Malays, while milling and marketing are almost entirely a Chinese monopoly. The price of imported rice declined steadily during 1954. Following this decline in price, the Government guaranteed minimum or support price for locally grown padi, was reduced from  $12\frac{3}{4}$  to 9 cents per lb. at the end of the year. Nevertheless, it was noted with interest that in December the market price of local padi was still above that of the support price. The easing of tension in international rice affairs and the existence of substantial rice stocks surplus to world requirements give no grounds for complacency, and intensification of local production by opening up potential new areas and improving existing areas, the



extended use of high yielding strains and fertilisers and the introduction of improved field techniques is still the policy of Government.

Under Malayan conditions, padi suffers comparatively little from diseases, an unidentified complex known as *Penyakit merah* being the one of most import. Pests, on the other hand, particularly stem borers and bugs, cause considerable damage to crops annually and there is great scope for the extension of organised pest control measures.

For the third year in succession, a subsidised padi fertiliser scheme was in operation on the East Coast. Results were again disappointing, only 349.2 tons of the approved fertiliser mixture being bought, i.e., sufficient for about 1.6 per cent. of the planted acreage, as against 719.3 tons in 1953—a season of extremely adverse weather conditions. Reasons quoted for the general lack of support were the absence of ready cash and the low rate of subsidy—the rate had been reduced from \$6 for 100 lb. in 1953 to \$4 in 1954. In contrast, it is estimated that farmers in Kedah and Perlis purchased 490 tons of imported fertilisers at unsubsidised rates in addition to the usual large quantities of bat guano.

Post-war botanical research and agronomic investigations have progressed sufficiently far to permit the extensive demonstration on farmers' land of new padi selections and improved strains as well as improved techniques of planting and the use of fertiliser.

Excellent progress was made in the survey and soil sampling of the large acreage of potential padi land in the Trans-Perak area.

The problems of rice mechanisation up to the stage of planting have largely been solved, but those relating to planting and harvesting still present difficulties.

Data in regard to annual Pan-Malayan retained imports of rice and costs are given in the following table:

Year		Net imports (Tons)		Value in \$
1950	...	436,000	...	175,586,000
1951	...	499,000	...	218,740,000
1952	...	423,000	...	198,886,000
1953	...	494,000	...	271,079,000
1954	...	266,000	...	124,810,000

#### OIL PALM

Oil palm cultivation in Malaya is confined wholly to estates. New planting and conversion of areas under rubber to oil palms totalled 1,378 acres. At the end of 1954, of a total of 63 estates there were 52 in production, an increase of four during the year.

Details of acreage planted and the production of oil and kernels are as follows:

Year		Planted Acreage		Palm Oil (Tons)		Palm Kernels (Tons)
1950	...	95,982*	...	53,000	...	11,000
1951	...	97,377*	...	48,000	...	12,000
1952	...	100,182	...	45,000	...	11,000
1953	...	108,265*	...	49,000	...	13,000
1954	...	109,278	...	54,000	...	14,000

The Ministry of Food, which had ceased bulk buying of palm oil in 1952, came out as a heavy seller of oil towards the end of the first quarter of 1954. As a result, the confidence of the market was temporarily upset but prices rallied and the London quoted average price for 1954 at \$619.07 per ton was \$42.48 per ton higher than the 1953 price.

#### COCONUT

The coconut comes next in importance to rice and rubber as a smallholders' crop; less than 25 per cent. of the estimated total acreage of about 500,000 is estate planted. The coastal alluvial clays have proved eminently suitable for coconut growing and, where drainage and general husbandry are of a high standard, average yields of up to 1,600 lb. of copra per acre are not uncommon.

#### PRODUCTION (IN TONS)

(Federation of Malaya)

Year	Copra				Coconut Oil	Copra Cake
	Estates		Smallholdings			
1950	...	39,000	111,000	...	73,000	48,000
1951	...	39,000	121,000	...	86,000	56,000
1952	...	40,000	115,000	...	81,000	52,000
1953	...	40,000	112,000	...	79,000	50,000
1954	...	40,000	124,000	...	97,000	62,000

#### NET EXPORTS

(Pan-Malayan)

Year	Copra			Coconut Oil		
	Ton	Value \$		Ton	Value \$	
1950	...	5,000	14,903,000	...	56,000	60,747,000
1951	...	11,000†	6,606,000	...	68,000	87,508,000
1952	...	28,000†	4,501,000†	...	65,000	53,966,000
1953	...	10,000†	2,085,000	...	61,000	58,033,000
1954	...	67,000†	23,446,000†	...	79,000	74,719,000

Coconuts are planted in both pure and mixed stands and while the production of copra for export or for local extraction of oil is the main

\* Figures differ from those given in the 1953 Report. Subsequent information made revision necessary.  
† Net imports.



market interest, nevertheless, there is a very considerable trade in fresh nuts for home consumption. Estate-produced copra, the result of a carefully controlled process, is of high quality and generally commands a premium when sold. Smallholding copra, on the other hand, because it is seldom prepared in any other way than in crude kilns incapable of yielding a high-grade product, is invariably of poor quality. But, because of a prevailing seller's market, the disposal of copra—no matter what quality—has been an easy matter for the average smallholder and the incentive therefore to improve quality and to grade before marketing scarcely exists.

Extensive drainage work on the west coast of Johore has considerably brightened the long-term prospects for coconut cultivation and upwards of 500 acres of known new planting by smallholders is reported.

The Rhinoceros Beetle, *Oryctes rhinoceros*, is Malaya's worst potential coconut pest whose incidence, despite widespread propaganda, is increasing. This is explained by the fact that the beetle has been found to breed extensively in felled rubber, and with rubber replanting now being conducted on such an extensive scale it is well-nigh impossible to exercise the required amount of control which will assure the complete denial of this breeding ground to the beetle.

#### PINEAPPLE

Pineapples are grown throughout Malaya, but only in three States are they cultivated specially for the canning trade. In the post-war regeneration of the industry, emphasis has been laid on permanent plantations in contrast to the catch-crop system of before the war. That a crop of such economic importance as the pineapple can be successfully grown on deep peat is indeed a fortunate coincidence and current policy therefore is to restrict sole cropping to the peat areas, of which there are huge reserves.

The area under pineapples on both estates and small-holdings is steadily increasing. Large-scale preliminary clearing of jungle, extensive drainage works and planting were in progress in Johore, Selangor and Perak.

The total acreage under cultivation at the end of 1954 and comparative figures for 1953 are as follows:

		1953				1954	
		Packers	Smallholders			Packers	Smallholders
Johore	...	7,900*	6,873	...		8,526	8,459
Selangor	...	130	3,459	...		255	3,957
Perak	...	700	1,226	...		726	2,023
Others	...	—	3,642	...		—	4,003

\* Differs from figure given in 1953 Report. Subsequent information made revision necessary.

The industry, through the Pineapple Joint Industrial Council, finances the annual programme of experiments which is pursued at the Pineapple Stations in Johore and Selangor by the Department of Agriculture. It is still officially considered that the stage has not yet been reached when a specialised research organisation divorced from the Department of Agriculture would be advisable.

The Johore 1954 crop, approximately double that of 1953, was estimated at 141,000,000 lbs. with the ratio of estate to smallholding production being roughly 2:1. This greatly increased crop is accounted for partly by good weather and partly by improved husbandry, particularly as influenced by better drainage, extensive manuring and the use of copper sprays to counteract wilt associated with a deficiency of that element.

Three meetings were held in 1954 between representatives of the packers and growers to negotiate agreements on fresh fruit prices of various grades. It is customary to equate the negotiated prices for fresh fruit with the ruling export price per case of canned fruit. At the end of the year prices paid to growers were about 20 per cent. below those of 1953.

The two Johore factories packed a total of 577,739 cases, which represented an increase of 19 per cent. over the 1953 pack and 90 per cent. over that of 1952. Exports data of canned pineapple products from Malaya since 1950 are tabulated below:

EXPORTS				
Year		Tons		Value \$
1950	...	15,000	...	12,204,000
1951	...	17,000	...	16,884,000
1952	...	12,000	...	12,564,000
1953	...	17,000	...	19,003,000
1954	...	22,000	...	25,273,000

#### CACAO

Observation plots of Amelonado cacao established in all States throughout the Federation continued to yield valuable information which, when studied in conjunction with the results from precise experimentation, has gone a long way towards enhancing available knowledge in regard to husbandry techniques for cacao under Malayan conditions. The prospects of cacao as a potential economic crop for Malaya are undoubtedly attractive and the progress so far achieved has been watched with keen interest from all quarters. For instance, several States, in pursuance of their land utilisation policy, have reserved large blocks of State land for future development with cacao when the time is opportune. General recognition has also been given to the fact that the



stage has been reached when planned development must receive full consideration and a Cacao Working Party was constituted during the year to carry out such planning. It can now be definitely stated that the surviving trees of the Trinitario cacao introduced into Malaya pre-war have little potential value from the point of view of a future industry and a policy of cutting out such trees has, therefore, been advocated.

Commercial planting of Amelonado cacao, begun first of all in 1953 on an estate in Trengganu, was continued and at the end of 1954 140 acres had been established on that estate. Shrews, rats and squirrels have all been troublesome even on small, well-protected holdings and it remains to be seen, once extensive pure stand planting is undertaken, whether or not pest control will prove excessively costly.

#### TEA

Both lowland and highland teas are commercially grown in Malaya and although the former may be of poorer quality, its greatly enhanced yield per acre, almost double that for highland tea, more than offsets the disadvantages of a slightly lower market price. On well-managed highland estates, crops of 800 lb. of made tea per acre are obtained. Tea is not exclusively an estate crop but smallholders appear not to attain the necessary standard of efficiency and consequently yields are low in comparison with estates. Clean weeding, despite publicity with regard to erosion dangers, is still practised by some growers.

Tea prices in 1954 were extremely good, causing tea, temporarily at least, to be one of the most profitable crops to grow. Two lowland estates were extending their planted acreage. The anticipated increased incidence of Blister Blight (*Exobasidium vexans*) during the wet months of November and December was effectively controlled by the use of copper fungicides.

Production figures are as follows:

#### MADE-TEA

Year		Production lb.		Exports lb.		Sold locally lb.
1950	...	3,318,000	...	1,660,000	...	1,611,000
1951	...	3,684,000	...	1,727,000	...	1,887,000
1952	...	3,785,000	...	1,598,000	...	2,016,000
1953	...	4,187,000	...	2,159,000	...	2,021,000
1954	...	4,590,000	...	N. A.	...	N. A.

#### FOOD CROPS, VEGETABLES AND FRUITS

The area under foodcrops was substantially increased, 95,500 acres being planted as against 82,000 acres in 1953. This increase in the planted acreage was largely the result of three factors—the stabilisation of conditions in new villages, the large scale acquisition of agricultural

land for new villages, and extensive catch-cropping of areas under new and replanted rubber. The main rice-substitute crops were sweet potatoes, tapioca and yams. Tapioca was also extensively grown for the export of starch, in which connection there were 39 factories in operation. During the annual fallow it is customary in the east coast States of Kelantan and Trengganu and in Kedah, Selangor and Malacca to cultivate small selected areas of the fields with crops of high cash value such as groundnuts, maize, beans, cucumber and lobak.

The considerable acreages of intensely cultivated market gardens which exist mainly for the production of leafy type vegetables—chiefly lettuce and mustard—were maintained, but cultivated acreages in Cameron Highlands, where cabbages are widely grown as a speciality crop, decreased by 15 per cent.

Water melons were an important seasonal crop in the northern States experiencing monsoon conditions.

Bananas were more and more favoured as a catch-crop in new and replanted rubber, the planted acreage showing an increase over that of 1953 of 7,800 acres.

Fruit trees in mixed stand are a feature of every kampong and the total area throughout the Federation is estimated at 91,000 acres. The selected fruit clones provided by the Department of Agriculture are popular and the distribution of large quantities of improved planting material was an important Departmental undertaking.

The fruit harvest was generally well below average in most areas.

#### MANILA HEMP

On the experimental evidence so far available, the variety Tongongon would appear to be the best suited to Malayan conditions. Although satisfactory yields have been obtained on some volcanic soils and on well drained alluvial clays, no developments of any importance were reported in 1954.

#### RAMIE

Cultivation is confined almost wholly to experimental planting. Experimentation has shown that the crop requires a high standard of cultivation and heavy manuring on most Malayan soils.

#### COFFEE

Coffee is essentially a smallholders' crop in Malaya and on the present scale of cultivation, production is barely sufficient to meet local requirements. The average price for Liberica, the only planted variety of any importance, was between £400 and £450 per ton of dried beans, giving an estimated gross return per acre of anything from £100 to £150. The revival of interest in this crop is, therefore, understandable. Furthermore, future prospects are bright for it is by no means certain



that a slump in world prices would have a similar effect on internal prices because local demand, far from satisfied, is actually increasing. The planted acreage increased in 1954 to 10,500 acres.

#### SPICES

Only arecanuts and pepper are of importance as export crops. Others, such as chillies, ginger, turmeric, sireh, nutmegs and cloves, are all cultivated on a small scale, exclusively for the internal markets.

#### TOBACCO

Tobacco is an important cash crop, usually grown in rotation with market garden vegetables, or as an off-season crop in padi areas. Though the leaf is inclined to be coarse in quality it meets with a ready sale for the manufacture of cut tobacco and cheroots. The acreage planted was estimated at 4,500 acres.

The Tobacco (Licensing) Ordinance, 1954, was passed on 30th April, 1954, in order to permit an easy assessment of production and manufacture at any given time.

#### MISCELLANEOUS CROPS

Other crops of minor importance grown were derris, gambier, kapok, ipecacuanha, patchouli, citronella, sugar palm, nipah palm, sago, groundnuts, maize, yams and pulses.

#### STOCK

##### CATTLE, BUFFALOES, GOATS AND SHEEP

Livestock, though an important capital asset in smallholding agriculture, are raised and maintained with the minimum of trouble to the owner. Mixed farming in the generally accepted sense is not practised. In the main padi growing States, buffaloes and cattle are primarily used as draught animals, the production of meat and milk being of secondary importance. In certain States, extensive areas are set aside as communal grazing grounds, but for the most part they are infrequently used and are not well maintained. Seldom, if ever, are concentrates fed. Milk production on a small scale is conducted by Indians in the vicinity of the larger towns.

Sheep are found in the drier east coast areas though not in large numbers. Goats are ubiquitous and their popularity is increasing.

##### PIGS

The price of feeding stuffs remained high. The very substantial increase in the pig population, however, was insufficient to offset these high prices and the average price of pork fell but little. With the return to stable conditions in new villages, pig production regained pre-Emergency level and the Federation once more became an exporter

of pigs to Singapore. The use of Middle White boars for crossing with local sows is now established in all the major pig-rearing areas.

#### POULTRY

A considerable trade continued to exist in poultry and eggs. There were large numbers of small scale poultry rearers both in rural and urban areas whose needs in the way of pullets and eggs were met mainly by commercial poultry farms. These commercial poultry farms are highly organised units which rear both local and imported breeds. Visual evidence pointed to the Rhode Island Red as being the most popular of the imported breeds.

### Part III FISHERIES

The taxpayer, the Government official and even the technician would find the reading of an Annual Report on the fishing industry extremely dull if that Report should relate purely to the year in question. The fishing industry exploits a primary natural resource and for many years past the Malayan fisherman has been a peasant, operating at a peasant level to produce an essential food. The functions of the Department of Fisheries are designed to raise the level of effort of the peasant fisherman to that of a more highly developed industry to meet the increasing demands of a growing population with improving standards of living, for a staple food. The functions of the Department are continuous and, within the limits of a stringent financial policy, the work of one year is a natural sequence and development of work in former years; therefore, factual statement for any particular date or period must be put in its proper context and related to the conditions which obtained in former years. The Report then assumes the nature of a Review and while recording the facts of 1954, it reviews the development of the fishing industry and the work of the Department of Fisheries during the past five years.

The outstanding feature of 1954 was the continuous bad weather which markedly affected total landings. The South-West monsoon in the earlier part of the year and the North-East monsoon in the latter part were both exceptionally severe and kept many craft in port. The high seas destroyed fishing stakes and involved the industry not only in loss of income but also of capital equipment. That the total drop in landings was only of the order of 8.4 per cent. below the figure for 1953 is entirely due to the other significant feature, the development of mechanisation. It can no longer be said that the fishing industry in Malaya is extremely backward; mechanisation started in the industry generally about 1949 and during 1954 the craft and engines built and



installed assumed increasing numbers. The total number of craft licensed during the year was 21,839 and of these 4,052 were powered boats. It is true that about 2,500 of these were powered with outboard engines and the remaining 1,550 were inboard diesel-engined craft, but the figures are very significant. It is not possible to give a firm figure for the actual number of inboard engines employed, since there is a constant conversion from the uneconomical outboard to the infinitely more economical inboard diesel engine, but the figures quoted are approximately correct, as at the end of the year. The change which has come about in the industry, in the past five years, can best be illustrated in tabular form.

		Landings Tons		Number of Fishermen		Number of Gears		Powered Boats		Non- Powered Boats
1949	...	104,880	...	71,403	...	21,139	...	327	...	21,793
1954	...	109,934	...	49,532	...	18,654	...	4,052	...	17,787

While the change has been gradual, the comparison between the two end-years of the five year period shows most markedly the effect of mechanisation, a big reduction in the numbers of fishermen, a reduction in the numbers of gears operated and a big increase in the number of powered boats, although the total number of boats licensed is about the same. The fact that there are more boats licensed than fishing gears is explained by three factors. Firstly, due to the bad weather, quite a considerable number of fishermen did not equip their boats, they licensed them, however, since a boat left unlicensed is struck off the register. Secondly, licence fees for all gears were revised upwards in 1954; fishermen in general considered the new fees to be too high and pending modification and readjustment of the law they have been permitted to continue with unlicensed nets. Thirdly, because of extreme shortage of staff, it has not been possible to arrange for licensing of fishing gears in Perlis.

The average retail price of fish in the higher grades remained static but the price of the lower grades dropped a little. Increasing quantities became available on the fresh-fish market due to the reduction in the offtake for making dried fish, but the latter market recovered later in the year. Ice was in adequate supply, although it is hoped that manufacturers will take steps to increase their production potential in the Southern part of Trengganu, for two factors are expected to influence the demand for ice in that area. Firstly, the new main road through Pahang, known as the Maran road will be opened shortly which will put the East Coast in close touch with Central Malaya and secondly the efforts of the Department to diversify the production economy of the fishermen, so that they will not be as dependent as hitherto on the bulk supplies of lower grade fish for their livelihood. While experimental trial loads of "ikan selayang" in insulated

aluminium containers have been successfully placed on the markets of Central Pahang, the fish being purchased for \$4 per picul and sold for \$35 per picul after transportation in ice by Land Rover, it is clear that the retail price could be reduced if greater quantities were available regularly to the consumer. The higher grades are not in such prolific supply but are always in demand by the consumers in the higher income groups. It is felt that in supplying fresh fish to new villages and towns of Central Malaya that it will be possible to provide an economical pay-load of mixed high and low-grade fish so that the bulk of low grade fish may reach these potential markets at a low price. Considerable success has already been achieved in the operation of bubus (portable traps) from boats with a small inboard diesel engine. These traps, set in holes and depressions in the sea-bed among rocks and coral, catch the higher grade perch and snappers. When the season for this form of fishing is over the same craft are used for trolling for Spanish mackerel which is always in good demand.

The progress of mechanisation has been stimulated by a training course for young fishermen which is held at the Junior Technical (Trade) School in Penang. To qualify for the course, a man must be between the age of 21 and 30, have reached Standard VI vernacular education, be of good health and be an experienced fisherman. The course lasts for three months and consists of two parts:

- (a) the care, maintenance, repair and running of marine engines, their installation and safety precautions;
- (b) Helmsmanship, pilotage and chart work in home waters.

The trainees spend their time in practical work in the work-shops; and with models and visual aids, they also learn basic navigation. Subsequently, they go to sea to put their learning into practice. At the end of the course they sit for two examinations and are awarded a special certificate for the engineering course and obtain the Helmsman's certificate if they pass the navigation course. Should a trainee have had sufficient sea-time in a craft plying beyond Port Limits, he may sit for his engineman's ticket. During the course they are addressed by a senior officer of RIDA on the functions and operations of the Authority and by a senior officer of the Co-operative Department on the principles and practice of co-operative effort. Four courses with 20 trainees each were held during the year, and an average of 85 per cent. passed. The trainees on passing out are not left entirely to their own devices and the follow-up in the field is through the Fisheries Officers and the staff of RIDA.

The Fisheries Department co-operates very closely with RIDA. In Malacca, where fishermen are obtaining loans for motor boats, RIDA has also provided a small jetty where the boats may tie-up near to the



community's home. In Trengganu, where the Department has urged the fishermen to mechanize, RIDA has helped with the blasting of rocks and the improvement of harbour and village facilities. The most serious gap in the general organisation of fishermen is the lack of staff to guide and advise in the techniques and procedure of marketing; many who obtain assistance from Government have constantly to be watched to ensure that they do not slip back into debt and that they do not mortgage the capital equipment which they have obtained with government subsidies. In a year of bad weather, such as obtained in 1954, the danger of this occurring is considerable. A most satisfactory feature of the liaison with RIDA has been the consultation between potential motor-boat owners and officers of the Department to ensure that good seaworthy boats are built. Alternatively, where a traditional type of craft has been proposed for mechanisation, the preparation of sound plans for the installation of the engine has all helped towards healthy development. Perhaps this has been most emphasized in those areas where individuals have neither come to RIDA for a loan nor to the Department for advice and have built craft and installed engines which have ultimately proved unsatisfactory. This has led to advice being sought in many places. An example of the benefits of mechanization occurred in the last few months of the year off the North-West Coast. The annual migration of the Malayan shad (*ikan terubok*) started as usual in September and the first southward moving shoals appeared off the coast of Kedah in the early part of the month. It soon became apparent that the 1954/55 run was to be a strong one, and the large purse-seine (*pukat jerut*) units of Kuala Perlis and Kuala Kedah modified their nets to operate in shallow waters and with their large motor-boats set out to catch the fish. As the run moved south, so the motor-boats followed the fish and when the run was off Penang Island, the Fisheries Department made facilities available to the fishermen for sleeping, washing and repairing nets at the Department's Station at Glugor. These large craft of between 60 feet and 75 feet in length powered with diesel engines of the order of 100 H.P. and large nets of between 200 fathoms and 250 fathoms in length but cut to operate in 10 fathoms of water, by following the fish, were able to land 74,000 piculs or approximately 4,500 tons of this particular species of fish in the ten weeks from the middle of September to the end of November. As the migration moved southward, so craft moved up from Perak to meet it. This is the first time in the history of the fishing industry in Malaya that a fishing fleet has followed the migration of one particular species, it came about as a result of mechanisation and the adaptation of a large mackerel purse-seine to catch other larger types of fish. Road transport hauliers were able to distribute the fish widely and motor-fish-carriers from Malacca and Singapore also where called in to

transport the fish south by sea, in crushed ice. The retail price dropped to 10 cents per katty and still the fishermen made a satisfactory income.

The Table on page 154 shows the revised figures for total marine fish landings for the past five years, with their values. It will be noticed that landings are not increasing. While there are many reasons which may be put forward to account for this, such as emergency operations including coastal curfews, bad weather and the change-over to mechanisation bringing with it inevitable minor snags in the early stages, a note of warning must be sounded. The Malayan fishing industry has operated for many decades in a narrow coastal sea-belt and with the increased demand for fish, intensity of operation has increased. While it is not possible to assert dogmatically that there is overfishing occurring, there is a probability that the war, when there was a considerable reduction in fishing, caused a resurgence of fish stocks, which enabled the industry to rehabilitate rapidly and which caused the immediate post-war rebound in landings. The reduction in the number of landings is undoubtedly an indication that fish must be sought further afield and that provision must be made to insure that in the future an offshore fleet is trained and developed. At present Government is doing little to this end due to financial stringency, but clearly a dynamic policy is called for if the future is to be safeguarded.

The exploratory work of the Headquarters vessel, M.F.V. "Dunvegan", which was commenced in 1953, was continued until September 1954. The "Dunvegan" is an ex-Admiralty type motor fishing vessel, 75 feet long and of 107 tons displacement; she is equipped for various purposes including trawling and seining. She is a small, economical, handy vessel operated by diesel power with hydraulic winches. She continued an extensive trawling survey down to 60 fathoms in the China Sea from the coast of Sarawak and North Borneo, to south of Indo-China and the mouth of the Gulf of Siam. In addition, she operated in the Straits of Malacca and on the edge of the Great Sunda Shelf, which extends from north of Sumatra, to off the west coast of Thailand. Her operations were extensive but nowhere were grounds found which justified more intensive operations. On the occasions when indications of good quality fish in any quantity occurred, the nature of the sea-bed and the restricted area which contained the fish precluded the possibility of development of that particular area. From 1928 to 1931 the Government engaged the coal burning Castle-type Grimsby trawler, S.T. "Tongkol." Nowhere, either on extensive or intensive operations, could this vessel find economically exploitable trawling grounds for operation with an otter or Vigneron-Dahl trawl. In 1953-54 a small modern economical trawler, which could be operated more easily, had similar results. Her monthly earnings averaged only



\$1,000. It may now therefore be stated that within reasonable steaming distance of Malaya, it would appear that there are no bottom grounds capable of economical exploitation by the otter-trawl or its modification, the Vigneron-Dahl trawl. It is also extremely improbable that the paired bull-trawl or pareja-trawl would be paying propositions. Four units of this gear came to Singapore from Hong Kong in 1951, and while the price of fish was high due to the rubber boom they were able to operate, but by the end of 1954 they all had either ceased to operate or left Singapore. But there are extensive restricted areas in which bottom-living fish do occur and in the latter part of the year the work of the "Dunvegan" was to plot these areas, off the Trengganu coast, by means of the echo-sounder. These areas are holes or valleys in the sea-bed, areas of rocks or areas between outcrops of coral. When such an area had been discovered from the trace on the echo-sounder, it was followed up by handlining or setting portable traps known in Malay as Bubus. It soon became apparent that the accurate determination of these particular areas which are the natural habitat for certain types of sea perch, snapper and grouper will be most profitable for the fishermen and that by using small motor-boats to carry themselves and their fishing gears to these areas, a profitable catch to the fishermen and valuable food to the consumer may be assured. The present work of the "Dunvegan" is the search for two types of tuna off the north-west coast of Malaya, to establish the limits of their distribution, the best time for fishing for them and the most economical way of catching them.

General improvement in emergency conditions has brought about increased interest in fish-culture throughout the Federation and this is particularly emphasized in Chinese new villages. Among Malays, interest has developed in Kedah, Perak and Pahang, while the well established interest in Negri Sembilan and Johore has continued. It is most unfortunate that Government for financial reasons can do but little to take advantage of this keen and active interest, for there is no doubt that if staff were available to give help and advice, and if supplies of young fish were available for distribution to pond-owners from fry-breeding stations, the production of fish in Malaya could be substantially increased. While cursory visits by staff are possible the stage has been reached where it will be necessary, particularly with the Malays, to have suitably trained staff on the ground if the interest already created is to be kept alive and extended; until this staff is available to work in the kampongs and new villages progress must necessarily be slow.

As an interim measure, to tide over the shortage of freshwater fisheries extension staff, an arrangement has been made with the State

Agricultural Officer, Perak, for four Agricultural Assistants to do a short course on fish-culture in Penang.

A number of enquiries have been received from estates and mines regarding the possibility of fish-culture as an additional source of protein food for labour forces. Where water supply and terrain are suitable, there is no reason why schemes of this nature should not go forward, especially with *Tilapia mossambica*.

Experiments in the monosexual culture of *Tilapia mossambica* were started in August, 1954, at the Bayan Lepas Farm, Penang, with the co-operation of the owners. Ponds approximately 40'  $\times$  50'  $\times$  2' deep were stocked with 5-10 cm. long male *Tilapia* and were harvested after four months when some of them attained a length of 23 cm., the majority being 19-20 cm. The ponds were heavily manured with organic manure from pig-sties and the fish were not fed. The experiments are being continued in 1955, and will give an indication of what the Malay kampong type of ponds will yield when properly managed. Whilst the use of pig-manure would be abhorrent to the Malays by reason of their religion, they could be persuaded to use cattle, goat and poultry manure.

Whilst the Chinese system of stocking a pond with the usual four varieties of Chinese carp is said to achieve the ideal in that the fish have complementary feeding habits and thus utilise all available food resources in a pond (both vegetable and animal), practical fish culturists in Malaya often meet with the presence in quantities of fresh-water shrimps in their ponds. These could obviously be profitably utilised by a predatory fish. *Oxyeleotris marmoratus* has been suggested as a suitable fish for this purpose, as it will breed in ponds and is highly prized for food, fetching twice the price of Chinese carp.

The growth rate and biology of this fish in heavily manured carp ponds is now being studied and one of the Bayan Lepas ponds was stocked with sixty-four fish ranging from seven to nineteen centimetres long.

A consignment of Indian carp, consisting of three species namely *Catla Catla*, *Cirrhina mrigala* and *Labeo rohita*, was received from Calcutta in July 1953 through the kind office of Mr. K. N. Dass, M.Sc., Honorary Adviser to the Fish Seed Syndicate, Barrackpore, Calcutta. The fish arrived by air in oxygen-filled four-gallon kerosene containers, and were first kept in a pond measuring 40'  $\times$  40'  $\times$  2' and later released into a pond 50'  $\times$  70'  $\times$  3'. Both the *Catla Catla* and the *Labeo rohita* have done well and their growth rate is certainly comparable to that of the Chinese carp.

Through the kind offices of Dr. K. F. Vaas and Tuan Hasnuddin Saanin of the Laboratory of Inland Fisheries, Bogor, a supply of



*Puntius javanicus* and *Si-nyonya* were received from Bogor in July, 1953. These were first kept in a concrete tank 20'  $\times$  20'  $\times$  2' and were later introduced into a pond 70'  $\times$  50'  $\times$  3'. The fish were air freighted from Bogor in jerry-cans partially filled with oxygen. The growth rates of these fish are being studied. *Puntius javanicus* is likely to prove popular to the Malays as it is similar to their river-fish, the Lampan.

The Federal Fish Breeding Station situated at the 6½ milestone Tapah-Cameron Highlands Road was being maintained and continued to meet demands for *Tilapia mossambica* and Kalui (*Osphronemus goramy*) fry. Demands for *Tilapia* fry from this station have dropped, as compared with previous years, and this is due to supplies being now generally available from established ponds throughout the country.

Singapore, by virtue of its central position, will possibly always remain the centre of export for Malayan aquarium fishes. However, with the development of air services, Penang is gaining a proportion of this lucrative trade. During the year a total of 91,860 fancy fishes, consisting mainly of bee-fish (*Brachygobius xanthozonus*), *Rasbora heteromorpha*, *Scatophagus* sp, Pearl Danio, and puffers (*Tetradon-fluviatilis*), were exported from Penang by air to Singapore for transhipment, and by sea to the United States.

A slightly different form of culture has prospered over the past five years, that of cockle-culture, and many areas of foreshore are now under active cultivation, so that the markets are well supplied with this shellfish. The price has dropped from \$35 per picul five years ago, to \$5 per picul. In 1954 a Malay Co-operative Society in Kampong Panchor, Perak, repaid a \$10,000 loan to RIDA, which they obtained to commence this business.

In conjunction with the staff of the Municipality, Georgetown, Penang, a detailed survey of the wholesale and retail fish-marketing operations in the Municipal area was carried out for the months September-November inclusive, i.e. from a poor fishing season to a good one. While much of the data collected still remains to be collated and analysed, the following general conclusions have already been reached. The eleven municipal markets serve a population of 201,000 people and they consume between 8,000 piculs and 8,500 piculs per month; of this total consumption, 60 per cent. is imported from the mainland and 40 per cent. is caught and landed by fishing villages on Penang Island. The final report will take some months to complete and will be submitted to the Municipal Commissioners for their consideration, with a view to providing background information for improved marketing facilities in Penang.

During the course of the year various members of the staff addressed several Civics Courses comprising a cross section of the population

from Division I officers to officials in new villages and even prisoners in gaols. The Director of Fisheries took part in the Community Development conference held at Taiping in December-January 1953/54 and has been able to introduce some of the principles discussed at that conference into the work of the Department. The Director of Fisheries and the Research Officer (Marine) attended the fifth meeting of the Indo-Pacific Council at Bangkok in February, and during the course of the year a number of visitors were welcomed from many different countries on demi-official visits, including a cadet Fisheries Officer from British Guiana for training and experience in fish-culture methods on a fellowship under the auspices of F.A.O. A full exposition of the part played by the fishing industry in the economy of the country and the future development programme was provided for the International Bank Mission. The Fisheries Adviser to the Secretary of State for the Colonies visited Malaya in July and August and discussed plans for the Fish-Culture Research Institute which resulted in the Secretary of State deciding to establish and build this Institute at Batu Berendam in Malacca. During his visit to Malaya a departmental conference was held to discuss policy and programmes for its implementation. In December a meeting was held at which a Departmental Whitley Council was established.

The number of incidents of piracy in the Malacca Straits was reduced due to the vigilance of the patrols of the Royal Malayan Navy and the Federation of Malaya Marine Police. At the end of the year an enforcement programme was instituted, the first post-war, to ensure that all boats and gears were properly licensed. This entailed bringing a considerable number of fishermen to court, an unfortunate procedure amongst peasant people, but essential if law and order are to be maintained in the industry.

The total cost to the Federation of Malaya for annually recurrent charges and personal emoluments of the pan-Malayan Department of Fisheries was \$493,456 while the amount voted for the Regional Research Station for South-East Asia, as the share of the Federation of Malaya, was \$84,500 making a total of Federal Government expenditure on the fishing industry from all aspects of \$577,956. There was no State or Settlement expenditure. Revenue collected from the export duty on dried fish in 1953 was \$456,596 (the figures for 1954 have not yet been computed) while the total revenue collected in respect of fishing, fishing gears and boats for 1954 was \$189,474. Thus, it may be seen that by taxation, the fishing industry itself pays for the total expenditure on the Fisheries Department in the Federation of Malaya.

Appended are tables giving summaries of essential statistics of the industry.



TABLE SHOWING FISH LANDINGS AND VALUES FOR EAST AND WEST COASTS  
DURING 1950-1954

Year	Area	Grade I		Grade II		Grade III		Manure Fish		Total		%
		Tons	\$	Tons	\$	Tons	\$	Tons	\$	Tons	\$	
1950	East Coast ...	4,812	11,481,432	8,249	8,034,526	33,191	18,387,814	1,718	288,624	47,970	38,192,396	38.4
	West Coast ...	8,718	20,801,148	14,946	14,557,404	45,581	25,251,874	3,114	523,152	72,359	61,133,578	61.6
	Total ...	13,530	32,282,580	23,195	22,591,930	78,772	43,639,688	4,832	811,776	120,329	99,325,974	100%
1951	East Coast ...	4,948	16,209,648	8,482	12,680,590	34,391	25,414,949	1,767	296,856	49,588	54,602,043	41.2
	West Coast ...	7,919	25,942,644	13,575	20,294,625	42,193	31,180,627	2,828	475,104	66,515	77,893,000	58.8
	Total ...	12,867	42,152,292	22,057	32,975,215	76,584	56,595,576	4,595	771,960	116,103	132,495,043	100%
1952	East Coast ...	5,180	19,321,400	8,881	14,769,103	26,839	22,088,497	1,850	310,800	42,750	56,489,800	39.7
	West Coast ...	7,735	28,851,550	13,259	22,049,717	41,967	34,538,841	2,762	464,016	65,723	85,904,124	60.3
	Total ...	12,915	48,172,950	22,140	36,818,820	68,806	56,627,338	4,612	774,816	108,473	142,393,924	100%
1953	East Coast ...	5,650	19,741,100	9,685	14,808,365	31,042	21,387,938	2,018	339,024	48,395	56,276,427	40.2
	West Coast ...	8,519	29,765,386	14,604	22,329,516	44,906	30,940,234	3,042	511,056	71,071	83,546,192	59.8
	Total ...	14,169	49,506,486	24,289	37,137,881	75,948	52,328,172	5,060	850,080	119,466	139,822,619	100%
1954	East Coast ...	5,052	15,954,216	8,660	11,491,820	20,568	13,821,696	1,804	303,072	36,084	41,570,804	32.8
	West Coast ...	10,339	32,650,562	17,724	23,519,748	42,094	28,287,168	3,693	620,424	73,850	85,077,902	67.2
	Total ...	15,391	48,604,778	26,384	35,011,568	62,662	42,108,864	5,497	923,496	109,934	126,648,706	100%

## NUMBER OF FISHERMEN, 1954

Nationality	Perlis	Kedah	Penang and P. Wellesley	Perak	Selangor	Negri Sembilan	Malacca	Johore	Pahang	Trengganu	Kelantan	Total
Malays	600	2,808	2,370	1,577	851	178	1,267	2,044	3,477	12,090	6,417	33,679
Chinese	110	611	2,327	5,023	3,894	335	970	1,863	39	—	1	15,173
Indians	—	25	136	182	38	2	5	—	—	—	—	388
Siamese	—	220	5	—	—	—	—	—	—	1	2	228
Portuguese Descent	—	—	—	—	—	—	64	—	—	—	—	64
Total	710	3,664	4,838	6,782	4,783	515	2,306	3,907	3,516	12,091	6,420	49,532

## NUMBER OF BOATS, 1954

Type of Boats	Perlis	Kedah	Penang and P. Wellesley	Perak	Selangor	Negri Sembilan	Malacca	Johore	Pahang	Trengganu	Kelantan	Total
Powered Boats	34	170	683	1,478	734	57	152	525	89	114	16	4,052
Non-Powered Boats	387	1,712	1,351	1,745	1,640	157	798	3,382	840	4,475	1,300	17,787
Total	421	1,882	2,034	3,223	2,374	214	950	3,907	929	4,589	1,316	21,839



## SUMMARY OF GEARS, 1954

Gears	Perlis	Kedah	Penang and P. Wellesley	Perak	Selangor	Negeri Sembilan	Malacca	Johore	Pahang	Trengganu	Kelantan	Total
Fishing Stakes ...	—	386	184	558	507	15	73	1,200	63	18	5	3,009
Seine Nets ...	—	236	170	425	123	21	14	167	63	626	141	1,986
Gill Nets ...	—	144	334	388	875	59	438	211	214	649	800	4,112
Lift Nets ...	—	131	51	48	11	3	—	23	50	295	200	812
Bagnets ...	—	—	742	559	50	—	33	38	5	—	—	1,427
Lines ...	—	107	263	262	62	1	170	140	—	1,099	1,099	3,203
Fishing Screens ...	—	3	3	12	59	4	16	34	1	—	—	132
Fish Pots ...	—	101	70	45	18	7	6	94	76	1,021	210	1,648
Crab Nets ...	—	39	48	144	86	7	3	452	3	—	—	782
Push, Cast and Scoop Nets ...	—	101	93	8	48	—	44	32	—	448	379	1,153
Shell Fish Collection ...	—	—	1	317	22	—	—	30	20	—	—	390
Total ...	—	1,248	1,959	2,766	1,861	117	797	2,421	495	4,156	2,834	18,654

N.B.—(1) There were no fishing gear licences issued in Perlis in 1954.

(2) Figures in respect of handlines and cast nets (Jala) are available only from Trengganu and Kelantan, but not from other States, these gears being exempted from licensing in these States or Settlements.

## FISHERIES REVENUE, 1954

States	State Revenue				Federal Revenue					Total Malaya		
	Boats	Fishing	Turtle Eggs	Total	Sale of Number Boards	Fisheries Sales	Hire of Launches	Mis- cella- neous	Total	State	Federal	Grand Total
	\$	c.	\$	c.	\$	c.	\$	c.	\$	c.	\$	c.
Perlis ... ..	1,285.13	—	—	1,285.13	—	—	—	—	—	1,285.13	—	1,285.13
Kedah ... ..	15,922.00	13,555.50	—	29,477.50	610.50	—	78.00	—	688.50	29,477.50	688.50	30,166.00
Penang and P. Wellesley	3,253.00	10,849.50	—	14,102.50	564.00	345.67	134.00	352.25	1,395.92	14,102.50	1,395.92	15,498.42
Perak ... ..	6,436.50	21,805.00	—	28,241.50	204.00	—	—	—	204.00	28,241.50	204.00	28,445.50
Selangor ... ..	3,100.00	9,777.50	—	12,877.50	214.00	—	—	—	214.00	12,877.50	214.00	13,091.50
Negri Sembilan ...	271.00	760.00	—	1,031.00	52.00	20.00	—	—	72.00	1,031.00	72.00	1,103.00
Malacca ... ..	1,750.00	4,453.00	—	6,203.00	12.00	274.28	—	40.00	326.28	6,203.00	326.28	6,529.28
Johore ... ..	4,342.50	24,001.00	—	28,343.50	—	—	—	—	—	28,343.50	—	28,343.50
Pahang ... ..	1,073.00	6,679.00	—	7,752.00	—	6.00	—	—	6.00	7,752.00	6.00	7,758.00
Trengganu ... ..	3,772.56	2,040.00	46,286.75	52,099.31	—	121.50	716.00	15.00	852.50	52,099.31	852.50	52,951.81
Kelantan ... ..	2,610.00	—	1,692.50	4,302.50	—	—	—	—	—	4,302.50	—	4,302.50
Total ... ..	43,815.69	93,920.50	47,979.25	185,715.44	1,656.50	767.45	928.00	407.25	3,759.20	185,715.44	3,759.20	189,474.64

N.B.—No fishing licences issued in Perlis.



## Part IV

### FORESTRY

(*Note.*—In this part, corresponding 1953 figures are given in brackets)

#### MANAGEMENT

##### *Objects*

The objects of Forest Management are to preserve (*a*) a sufficient area of land under protective forest to retain stable climatic conditions in order to minimize as far as possible flooding and soil and bank erosion, and to conserve water supplies; and (*b*) a sufficient area of land under productive forest to provide, in perpetuity, raw material to supply all the requirements of the population for manufactured forest products which can economically be produced within the country. Forest Reserves are constituted for both these purposes, and while the natural virgin forest of the country discharges its protective function admirably, it is poor for the purpose of producing utilizable raw material for forest industries. The reason for this is that the proportion of the total growing material which can be utilized by present manufacturing processes is low; the remainder is waste.

The detail processes of management, therefore, involve the progressive exploitation of productive virgin forest for such portions of its content as are utilizable by forest industry, and the cultivation on the exploited area of young crops containing a higher proportion of utilizable species than existed naturally; the investigation of means whereby the present waste may be converted into useful products; and the protection and conservation, so far as possible, of existing forest areas and supplies of forest produce so that the already high proportion of waste may not be increased.

##### *Reservation*

The area of reserved forest at the end of the year was 12,492 (12,497) square miles, Selangor losing 5 square miles and there being very small gains in other States. The area of productive reserves is just under 8,050 square miles (15.9 per cent. of the land area of the Federation) and of protective reserves 4,442 square miles (8.7 per cent.) It was the original policy of Government that, so far as possible, every district and State should be self-supporting in timber and other forest produce, but practice has fallen short of policy in this respect. Malacca, Penang and Selangor have long ceased to be self-supporting, and it is doubtful if even the last will ever recover that condition. It is likely that Perak will shortly cease to be self-supporting, though this State could recover, when the regenerated crops now growing begin to come to maturity, by pursuing an active policy of

reservation and crop-cultivation now. Unless some drastic re-distribution of population takes place, the mean distance between forest boundary and consumer of forest produce is bound to increase throughout the next few decades, and it is estimated that the amount of timber transport alone over public roads already exceeds two and a half million ton-miles a month.

### *Regeneration*

There was a further increase to \$290,730 (\$201,304) in the sums spent by State/Settlement Governments on silvicultural works. Though this is satisfactory, so far as it goes, the sum spent, and the amount of work done, is still far short of that required to maintain output at a level which will make the country permanently self-supporting in timber. The technical jargon of forestry is perhaps difficult for the layman to understand, but some attempt must be made to explain what the present position means.

An acre of virgin forest contains a mixture of trees and plants of all ages and sizes, of which a few are marketable: "opening" the acre to "regeneration" means in practice the removal for sale of the marketable trees. The proceeds of the sale may be expected to be \$100 at present prices. When the marketable trees have been removed, there still remains a chaotic mixture of vegetation, of which the potentially valuable component is the seedlings and poles of a few marketable species which, having grown naturally, occupy their share of the forest floor the remainder being occupied by trees and plants which must be regarded as "weeds". The subsequent "regeneration operations" are really "weedings", directly analagous in purpose to the weeding every gardener has to do if he wants to raise a decent crop of whatever he wants to grow. It has been found that three "weedings", spread over about ten years, are sufficient to bring the young crop of the wanted trees to a point where they are secure from extermination by weed growth, and that such a crop may be expected to produce, at maturity in 60 to 70 years time, about five times the *useful* volume of timber that was contained in the virgin forest. The three weedings may be taken to cost about \$30 over the ten-year period, and if then examination shows a satisfactory result, the acre is said to be "regenerated."

In the nine-year period 1946-1954, 376,736 acres of virgin forest have been nominally "opened to regeneration." It is not possible to say over what area the marketable trees have actually been removed, because emergency conditions have often brought about cessation of work before complete area units ("compartments") could be covered, and the same reason has prevented complete inspection, but figures of outturn indicate that removal has been not far from completed. A



reasonable programme of "weeding" carried out over the same period (disregarding arrears left over from the war and pre-war periods) would have been 340,000 acres of first, 180,000 acres of second, and perhaps 120,000 of third "weedings," which would have cost about \$6 million; and if, at the same time, it had been possible to overtake "war" arrears, the cost would have been about \$11 million. In practice the areas treated have been about 63,000 first, 13,000 second, and 5,000 third "weedings" at a total cost of well under \$1 million. Emergency, labour, financial and staffing difficulties have prevented the spending of the funds required—the ten-million dollar sprat has been swept into the whale's gullet of a general budgetary deficit and, even if it could now be regurgitated, its value in terms of "weeding" would be far less than if it had been applied at the proper time, as any gardener will understand.

The foreseeable result is that the total timber production in the early years of the 21st century will be reduced by some ten million tons of logs—sufficient for about ten years timber supply now, and probably for about two years' supply at the rate which the then population and standard of living will require. There is no reason to suppose that there will then be any normal excess of supply over consumption, so it will be necessary to curtail consumption or to import the requirements from overseas. To import the amount of the deficit, in the form of sawn timber, would cost over \$1,000 million at present prices (and prices are unlikely to be any lower then).

During the period 1946-1954, gross State/Settlement expenditure on forestry has been \$19,315,053, which is under 36 per cent. of the gross State/Settlement forest revenue of \$54,332,505. Emergency conditions permitting, it would have been sound policy to increase expenditure by \$10 million, making the total still under 54 per cent. of the revenue, to avoid the consequences related in the preceding paragraph.

### *Planting*

The area of regular plantations at the end of the year was 4,760 (4,554) acres, the principal gains being in Malacca, 193 acres; Negri Sembilan, 41 acres; and the Forest Research Institute Plantations, 56 acres.

### *Working Plans*

A Working Plan for control of management was drawn up and put into force in Selangor, and a plan for Perak was written and will come into force in 1955. All intensive working of the forests in Perak, Selangor, Johore, Kedah and Malacca is now under general working plans: a plan exists for Pahang, but is not being operated yet, and a plan for Negri Sembilan will be completed shortly.





A Malay Assistant District Officer discusses problems with Chinese building their new home

Meeting of the Local Council of Aulong New Village, near Taiping, Perak







The High Commissioner, General Sir Gerald Templer, accompanied by H.H. the Sultan of Selangor and the Mentri Besar, Selangor, after the opening ceremony

*Opening of Templer Park in May, 1954*

A view of part of Templer Park showing Bukit Takun, the prominent limestone outcrop





## PRODUCTION

*Major Forest Produce*

The gross production of timber, poles, firewood and charcoal rose slightly to 65,804,000 (65,027,000) cubic feet (round measure). The outturn of saw logs increased to 46,371,101 (45,588,636) cubic feet, and the production of poles and firewood fell to 4,095,720 (4,103,128) and 10,805,285 (11,190,990) cubic feet respectively; charcoal outturn increased slightly to 4,532,639 (4,144,488) cubic feet.

The percentage of the total outturn derived from Reserved Forests fell to 45 (51). This change in the source of forest produce is largely accounted for by the enormous increase to 7,715,000 (3,916,000) cubic feet of the outturn from State Land in Pahang, which was made possible partly by the limited removal of emergency restrictions, partly by the opening of the Temerloh-Maran road, and partly by the fact that the timber-starved markets of Selangor and Singapore are now drawing increasingly on Pahang.

*Minor Forest Produce*

The Revenue from minor forest produce fell slightly to \$345,988 (\$351,492). The fall is not significant: the greatest revenue was derived from *rotan* and *nipah* working.

*Local Timber Supplies*

The total volume of timber supplied by the Timber Purchase Section was 791,987 (917,559) cubic feet sawn and 59,967 (77,950) cubic feet round. The Malayan Railway was the largest consumer, taking 452,637 (301,394) cubic feet sawn, including 240,691 in the form of medium hardwood sleepers for preservative treatment with creosote in the Railway plant at Gemas, and 58,224 cubic feet of logs for conversion in the Central Workshops Sawmills. The Defence Department purchased 75,095 (297,572) cubic feet of sawn medium hardwood fencing posts, which were supplied to new villages after preservative treatment at Forest Department Impregnation Plants. Graded sawn timber totalling 121,185 (193,482) cubic feet was supplied to the Forest Department Timber Depot at Kuala Lumpur. The total value of purchases was \$3,057,123 (\$4,071,514), and timber supplies were generally plentiful although closure of forest areas for security reasons occasioned local shortages and price increases.

*Prices*

Prices of all classes of sawn timber fell until the third quarter of the year. Heavy rains and extensive emergency closure of working areas halted this tendency and at the year's end prices had risen to about the general level existing at its beginning. The year was not a satisfactory



one on the whole for the timber and sawmilling trade. The lack of demand for heavy (naturally durable) hardwoods continued, and may be accounted for by the tendency to use substitutes—reinforced concrete and impregnated medium hardwoods—as building materials for permanent construction. The following table shows the average prices paid by the Timber Purchase Section for graded sawn timber, ex-sawmill, in dollars per ton of 50 cubic feet, prices for the years 1941, 1952 and 1953 being inserted for comparison:

Heavy Hardwoods:			1941	1952	1953	1954
<i>Chengal</i>	...	...	60	500	470	450
<i>Others</i>	...	...	50	400	300	300
Medium Hardwoods:						
<i>Kapur</i>	...	...	48	290	260	230
<i>Others</i>	...	...	35	200	160	155
Light Hardwoods:						
<i>Red meranti</i>	...	...	40	200	160	152
<i>Others</i>	...	...	30	180	150	125

### *Timber Depots and Impregnation Plants*

The Timber Depot and Impregnation Plant at Kuala Lumpur had its first complete year of operation with all major equipment installed. Summarised results were:

				Tons of 50 cubic feet sawn
A. Sales from Stock:				
(1)	Graded seasoned timber	...	...	209
(2)	Graded seasoned, machined	...	...	316
(3)	Graded seasoned, machined and tanalised			2,890
Total				3,415
B. Private Timber:				
	Tanalised for the owners	...	...	832

The total amount of timber tanalised during the year was 3,722 tons which is 70 per cent. of the annual capacity of the plant, working one shift daily.

The cost of grading, seasoning, and tanalising worked out at \$65 per ton, of which the tanalising process represents \$30—a cost which compares favourably with the cost of operating the same process in other parts of the Commonwealth.

Unforeseen delays in building the storage sheds at the Ipoh Timber Depot prevented it from functioning for any other purpose than the impregnation of fencing posts for the Defence Department, but work on the storage sheds had started at the end of the year.

There can be little doubt that the advantages of graded seasoned timber, protected by pressure treatment from decay, termites, and wood borers, more than compensates for the extra cost involved. The abundance of timber in this country, and ignorance of its properties and of the organisms and conditions which can bring about its failure, have led to its indiscriminating use in ways which have given it an

undeservedly poor reputation as a building material for permanent structures: and it is hoped that the Timber Depots, providing timber having a high measure of immunity from attack by destructive agencies, will be a successful first step in redeeming that reputation.

#### THE TIMBER EXPORT TRADE

##### *Production for Export*

No change occurred in the conditions on which export of timber from the Federation is permitted. Export of round and hewn logs, and of heavy hardwood timber, is only allowed in exceptional conditions. Export of sawn medium and light hardwood timber to any destination is allowed, but in the case of high-class markets, as the United Kingdom, Australia, etc., it must be graded according to approved grading rules.

The Malayan timber export trade has to be viewed as a whole, because Singapore sawmills draw a large proportion of their log supplies from the Federation, and much of it is converted for export.

Total exports of sawn timber from Malaya, graded and ungraded, amounted to 107,111 tons, which is 630 tons less than in 1953.

Ungraded exports to 6 major (importing over 2,000 tons) and 11 minor destinations were 36,924 (24,886) tons and graded exports to 5 major and 19 minor destinations were 70,187 (82,855) tons: the total f.o.b. value is estimated at \$18,000,000.

The drop in graded exports is more than accounted for by a decrease from 61,777 tons exported to the United Kingdom in 1953 to the 31,418 tons exported in 1954. This decrease has been occasioned by the lifting of restrictions on import of timber to the United Kingdom from other sources. The Malayan "mixed light hardwood" export was particularly hard hit by the increased U.K. buying of softwoods, for which the former had been freely substituted, and if the trade in *keruing* wagon planks had not rallied strongly the position would have been a good deal worse. The wagon plank export increased to 9,845 (2,954) tons.

Australia took 37 per cent. of Malaya's graded outturn compared with 10 per cent. in 1953: this is a welcome feature, and it would seem that the possibilities of export to Pacific, Middle, and Far Eastern markets are better than those offered by the Old World markets, in which Malayan timbers are under the disadvantage of heavy freight costs.

#### FOREST ENGINEERING

##### *Road Construction*

In certain areas of the Federation timber exploitation has progressed so far from existing rail, road, and river communications that new roads for heavy wheeled traffic must be made before it can proceed further. The Forest Department therefore maintains a road-making



Unit whose purpose is to provide such roads into areas of productive forest reserve, so that orderly exploitation can be carried out in accordance with the objects of management. The work is financed from the 1949 loan, and at the end of 1953 mechanical equipment consisted of four D. 6 angledozers, a No. 60 Scraper, an 8-ton roller, seven tip-trucks and three 3-ton lorries. During 1954 a Vickers V.R. 180 tractor was added, and a Caterpillar D. 8 and another No. 60 scraper were on order for early delivery in 1955.

The Unit ended last year at the Forest Research Institute, Kepong, and in January moved to Pelangai Forest Reserve, Negri Sembilan, where exceptionally fine weather enabled just over 4 miles of road to be completed, on a not very promising alignment, for about \$16,500 a mile by mid-May. The next scheduled operation was a 10 mile road, to open 42,000 acres of inaccessible forest reserve to exploitation in the Chior Valley, Perak; but this work could not be started until September, when the launching of a 150-foot span Bailey Bridge across the Plus River by the Royal Engineers, on intermediate piers and bank-seats built by the P.W.D., enabled the machines to cross to the starting point. The intervening period was usefully occupied in reforming  $14\frac{1}{4}$  miles of forest roads in Negri Sembilan, levelling new building sites at the Forest Research Institute, and preparing 1 mile of road,  $1\frac{1}{4}$  miles of rough tracks, and car-park sites in the Templer Park, Selangor; the tractors were also given their 900 hour overhaul.

Work started in the Chior Valley in September, but such extremely bad weather conditions were encountered that at the end of the year only  $1\frac{3}{4}$  miles of formation had been completed at a cost of \$43,243. Had it been possible to foresee this prolonged wet spell, it might have been judged more economical to lay the machines up until better weather returned. Twenty discharged lepers from Sungei Buloh Asylum were employed on the Chior Road. They are excellent workers, and like the work.

Construction and costs are as follows:

Place	Length of road, etc.	Expenditure \$ c.	Depreciation \$ c.
F.R.I., Kepong	Completion... ..	10,143 71 ...	—
Pelangai, N.S.	4 m. 93 l. ... ..	64,438 97 ...	13,347 40
Negri Sembilan (miscellaneous)	4 m. new, $10\frac{1}{4}$ m. remade...	4,150 59 ...	7,995 00
F.R.I., Kepong	5 house sites ... ..	137 40 ...	648 00
Templer Park, Selangor	1 mile main road, $1\frac{1}{4}$ miles track, car-park ... ..	10,438 45 ...	3,267 00
Chior Valley Perak	... $1\frac{3}{4}$ miles ... ..	37,576 51 ...	5,666 60
Total ...		126,885 63 ...	30,924 00

Capital expenditure amounted to \$195,000.

*Timber Depots and Impregnation Plant*

The responsibility for the construction of the shedding and other installations necessary to complete the Ipoh Timber Depot was transferred, on a general instruction from the Treasury, to the already sufficiently burdened Public Works Department. This transfer of authority and the imposition of new Import duties on certain classes of building material (which occurred at a time that could hardly have been less fortunate in relation to this particular project) resulted in such delays that only the foundations had been completed by the end of the year, whereas it had been hoped that the shedding would have been ready by July.

Orders were placed for woodworking plant for the Ipoh Depot. Two pole-trailers were bought for each depot: these will increase the delivery capacity of the transport by 75 per cent. Total expenditure on depots was \$58,983.32.

*Buildings*

The building programme for the Forest Research Institute (four additional staff quarters) suffered from the same causes of delay as the Ipoh Depot. By the end of the year a contract had been made, but no work done.

*Extraction*

The possibility of using the "Wyssen skyline" extraction system in mangrove forest, for extracting billets for charcoal burning, was investigated. An agent of the manufacturer visited the area and reported to his head office (in Switzerland), but the manufacturer himself advised against the use of the system until suitable modifications can be incorporated in the apparatus. The system is designed for work in mountain forest in its normal form.

The use of the converted 4-wheel drive lorry, with winch, by enterprising timber workers has been extended to cope with gradients of 1 in  $1\frac{1}{2}$  and elevations of over 2,000 feet. Caterpillar tractors in forest work are unpopular because of their high cost and vulnerability to terrorist activity, and no great extension of their use can be hoped for until the emergency is over. In the meantime, a courageously used 4-wheel drive lorry is an effective temporary substitute.

*Sawmilling*

Five new mills (four major and one minor) were planned. The sawmilling capacity of the Western States is now adequate (in some cases, excessive) and large expansion is only to be looked for in the Eastern States. Removals and replannings of mills in the West may be required for many years.



## RESEARCH AND EDUCATION

The arrival after training of specialist officers to assume charge of the Timber Research, Chemistry, and Ecology Sections (the last an officer of the Colonial Research Service) brought the establishment of the Research Section nominally up to full strength. If the Chief Research Officer, Silviculturist, and Mensuration Officer had not been on furlough for a part of the year, all Division I posts would have been fully staffed for the first time since 1939.

The Research programme, which was drawn up in 1950, was overhauled and re-drafted in a revised form, based on the programme of the Forest Research Institute of the New Zealand Forest Service: some of the former projects have been discarded and the remainder have been grouped under six general headings—Forest Botany and Ecology; Silviculture and Ecology; Forest Mensuration; Entomology; Chemistry; and Timber Research and Wood Structure. The projects have been classified into three groups, (1) of which the whole or important parts are expected to be completed within five years; (2) long term, on which work is being actively pursued; and (3) not now being actively pursued, but for which information is gradually being accumulated.

As has been implied earlier, natural virgin forests of Malaya are of extremely mixed composition, and the basic purpose of all forest research is to ascertain facts, for guidance in making the best use of the forests we have and in growing to replace them the sort of forests which can best supply the requirements of the population. Thus Botany is necessary to identify with certainty the species of trees at all stages in their growth, so that young forests may be cultivated of a kind which will produce the desired crop. Timber and Wood Structure Research indicates the suitability of the products of the existing forest species to various end-uses, and, by deduction, which species of tree will form desirable components of young forests. Silvicultural research indicates the methods by which the desirable crops can best be grown, and Mensuration provides information on their rate of growth and the volume which can be grown per unit area; and, by deduction, the area of land which it is necessary to devote to growing forest crops in order to meet a sustained demand of any given magnitude. Ecology is the study of the inter-relation of growing plants with each other and their physical environment, and is thus closely related with the purposes of both botany and silviculture. Entomology studies the insects whose incessant attacks diminish so greatly the value of trees and their produce, and the methods whereby they may be controlled: or, should the insects prove intractable, at least it will indicate which species are not worth while growing for the benefit of man. Chemistry, in its specialized application to forest research, is the study of methods whereby forest

products, at present going to waste, may be converted into the paper, pulp, fibreboard and other secondary produce which the country now imports in considerable quantities. Against this general background, the principal features of the work done by each section are described briefly below.

### *Forest Botany*

Great progress was made in the task of bringing the Herbarium up to date; acquisitions of new material numbered 3,276 (1,579), 729 of which were of local origin and the remainder from Borneo territories, mostly duplicates for identification. One hundred and sixteen identified duplicates were received from the Botanic Gardens, Singapore, and sixty from Bogor. The total number of specimens in the Herbarium reached 46,681 (43,405).

The systematic study of the Malayan species of *Calophyllum*, in collaboration with the Director of Botanic Gardens, Singapore, continued, and a study of the species of the family *Dipterocarpaceae* represented in British territories in Borneo was initiated, the Forest Botanist spending three months in those territories at their request.

Seven virgin jungle plots were established in four States, for the study of natural plant succession.

The Forest Botanist collaborated in the preparation of a map on a scale of 12 miles to one inch, published during the year by the Survey Department under the title "Forest Resources Map of Malaya," which illustrates graphically how far the dual objects of forest management are being achieved, and how the development of Malaya has led to the largest concentration of population occurring in areas remote from the bulk of the main forest resources, and from undeveloped agricultural land.

"Manuals of Malayan Timber Trees" relating to the families Sapotaceae, Lauraceae and Sapindaceae were issued as Research Pamphlets 4, 5 and 6.

### *Silviculture*

A major achievement during the year was the publication in July as Research Pamphlet No. 14 of parts I, II, and IV of a Manual of Malayan Silviculture, which is a compilation of all important silvicultural information accumulated so far in Malaya.

Collection and distribution of seed continued, 64 species being received of which 23 were from overseas, and requests for seed were received from eight overseas territories, the largest supply being 300 lbs. of *yemane* (*Gmelina arborea*, *Roxb*) seed to Nyasaland.



The production of seedlings in the Nursery during the year was 39,194, of which the majority were issued in veneer tubes.

Experimental plantations on a scale large enough to determine costs were begun in Sungei Buloh Reserve in areas of sheet *lalang*. One 20-acre block was ploughed and harrowed and planted with *yemane* stumped seedlings, and another block of similar size was planted with *batai* (*Albizzia falcata*) seedlings without previous ploughing.

Experiments in the eradication or control of *lalang* by forking and by use of proprietary weed-killers were continued, and an experiment for determining the effectiveness of "Trioxone" in killing woody climbers was carried out, with promising results.

### *Ecology*

The Ecologist appointed from the Colonial Research Service did not arrive in Malaya until November 5th. The primary purpose of his appointment is the initiation of schemes, on a scale large enough to determine costs, for the reclamation of degraded soils, mainly financed under C.D.W. Schemes R. 507 and D. 1,799; the extensive preparatory work done by the Silviculturist and Forest Botanist was studied and preliminary visits were paid to *lalang* areas in Johore and mining wastes in Selangor.

### *Forest Mensuration*

New Sample Plots to study the growth of *Shorea parvifolia* were established in Perak and in the Research Institute plantations four were established to study *Rhizophora*—*Bruguiera* (mangrove) growth in Johore and one in *Nipa fruticans* (Nipah palm) in East Pahang. Preliminary work on a further nine plots was done.

A Research pamphlet (No. 13) entitled "Girth Increment (Linear) Sample Plots in Malaya and the 1952 rules for their compilation" was issued, and a start was made on the final analysis of compiled data relating to the rate of growth of *chengal* (*Balanocarpus Heimii*); and compilation of data derived from 9,002 measurements of 1,141 trees belonging to three species of *shorea* was undertaken.

Experiments to compare the actual marketable yield from final fellings with the standing volume estimated from volume tables were made in mangrove forest on 848 acres in Perak, which gave an error of less than 1 per cent. and in inland forest on areas of 23 and 83 acres in Kedah where the actual volume was found to be 90 per cent. of the estimated volume in one case and 75 per cent. in the other.

Research Pamphlets Nos. 9-12 inclusive were issued giving the results of studies of height of buttress structure of four tree species and the variation observed in different localities. It was found that the incidence of high buttresses does differ with locality.

### Entomology

The life cycle of *Stromatium longicorne*, a beetle attacking timber in buildings, was studied and an article was published in the "Malayan Forester" (Vol. XVII, 3, 1954) giving a list of its host timbers and methods of attack; and a leaflet on the habits and methods of control of the beetle *Oryctes rhinoceros*, which breeds freely in damp sawdust and damages coconut palms, was distributed to sawmillers.

Insect attack on trees in the Institute plantations was studied, and the agents—moths, scale insects, and thrips—were in most cases identified. Termites were found to be selective in their attack on the roots of Eucalypts, *E. siderophloia* being especially liable.

A list of commercial timbers susceptible to powderpost beetle, dry wood and subterranean termite and longhorn beetle attack was compiled, and experiments were started to assess the susceptibility to insect attack of the more commonly used pole species.

Tests of proprietary insecticides for effectiveness against insect attack on trees and freshly felled timber continued. Dieldrin and D-D. soil fumigant were found effective against sub-terranean termites, and Dieldrin and Gammexane against defoliators. "Nox-Bora White" and "Cryptogil DC 6" gave significant results in spot tests against ambrosia beetle attack in freshly-felled timber.

### Chemistry

The Chemist returned, after specialist training in England, in March, and the laboratory buildings, started before his arrival, were completed in July: the necessary electric supply and fittings were installed by November: a building which will, when the necessary equipment is installed, be a constant temperature-and-humidity room, was built in December. Nearly all general laboratory apparatus had arrived by the end of the year, but most of the special pulping and pulp and paper-testing equipment was still outstanding.

Sawmill waste is the most immediately available form of forest waste, and a study of the chemical composition and fibre dimensions of 40 timbers which together compose the average material rejected from sawmills was begun. A shipment of sawmill waste and, with the co-operation of the Rubber Research Institute, of rubber wood was sent to London for examination of their suitability for making resin-bonded chipboard, and a mixed sample of Malayan timbers was sent to Sweden for assessment of its fibre-board possibilities.

Samples of hardboard, made by the neutral sulphite semi-chemical process from samples of *meranti*, *keruing*, *kempas*, and *balau* timbers,



and from mixtures, were received from the Forest Products Research Laboratory, Princes Risborough, and several of the grades were satisfactory.

### *Timber Research*

The Timber Research Officer arrived, after specialist training in England, in December, the Laboratory having worked until his arrival under the supervision of the Senior Technical Assistant and the general direction of the Chief Research Officer.

Just under four thousand standard mechanical tests on timber derived from twenty-seven tree species (twelve of them from North Borneo) were carried out on test-pieces of the standard two-inch square dimension. Matched specimens of two centimetre square section were tested on the universal (Amsler) testing machine for comparison of results.

Three hundred *keruing* sleepers were pressure-impregnated with a mixture of 25 per cent. creosote and 75 per cent. diesel fuel, and added to the railway service tests. Tests of durability conferred by impregnation with a 50-50 mixture of creosote and diesel fuel were initiated with 100 roofing shingles each of *engkabang* (*Shorea gysbertiana*) and *batai* (*Albizzia falcata*), 280 fencing posts of mixed common species, and 24 *bakau* (*Rhizophora* spp.) poles for marine piling, the last erected in Port Weld harbour.

Regular inspections of the continuing service tests of railway sleepers, fence posts, power-line poles, and bridge timbers were carried out.

Preliminary experiments have been made with the composite wood installation (for making plywood, blockboard, etc.), but certain small additions are required before it can be put to its full use.

### *Wood Structure*

A card sorting key based on microscopic characters for the identification of the commercial Timbers of Malaya was printed, and a limited number distributed. The remainder await completion of the photomicrographs of cross-section of the timbers. A study of the less common timbers was started with a view to the preparation of a similar card sorting key for their identification.

Microscopic study of commercial timbers continues, and data for 16 groups was collected, involving the examination of over 400 slides belonging to 135 distinct botanical species.

A survey of the silica bearing timbers indigenous to Malaya was concluded after the examination of over two thousand different specimens. It was found that silica occurs in timbers derived from 178 botanical species representing twenty-two natural orders.

## EDUCATION

Sixty students were again accepted for the Vernacular Forest School in March, 55 from the Federation of Malaya, 4 from the Colony of North Borneo and 1 from Brunei. On arrival the students were separated into two classes on the basis of Lewis' "Non-verbal tests of mental ability" and, midway through the course, they were redistributed, with little alteration, on the basis of class examinations after which one class concentrated entirely on obtaining a sound knowledge of the basic syllabus whilst the more advanced class covered a wider field. Ten (17) students obtained Credit Certificates and a further thirty-five (28) reached Pass Certificate standard. Fifteen men failed. Of the eighteen (15) men in the latter category who re-sat the examinations this year four (12) succeeded in passing the subjects in which they had previously failed and will be awarded Pass Certificates. The Cubitt Prize for the best all-round performance went to F.G. Abu Bakar bin Hussin of Johore. The Mead Prize for silviculture and allied subjects was taken by For. II Abdul Wahab bin Mat of Selangor and the Malayan Forester Prize for Utilisation subjects went to F.G. Mohd. Zain bin A. Ibrahim of Pahang.

A Timber Identification Course of five weeks duration was attended by five (1) Government Timber Inspectors and twenty-four (10) employees of timber firms from the Federation, Singapore, Sarawak and North Borneo. Three probationary Sub-Assistant Conservators completed the first improved Course for that grade.

Practical training was undertaken in various parts of Selangor and in the Batu Pahat neighbourhood of Johore.

## GENERAL

All sections of the Research Institute dealt direct with enquiries and requests from State Forest Departments, other Government Departments, and private individuals and firms to the best of their ability.

Over three hundred persons visited the Forest Research Institute during the year, amongst them H.E. General Sir Gerald Templer (who unveiled the War Memorial there in March) and Lady Templer; the Hon. Member for Natural Resources; Sir John Martin; the British Adviser, Selangor; the Forestry Adviser to the Secretary of State for the Colonies, Mr. F. S. Collier, C.B.E.; and Professor H. G. Champion, C.I.E., Professor of Forestry at Oxford University. Professor C. G. G. J. van Steenis, Director and General Editor of Flora Malesiana Foundation, and Mr. M. R. Henderson, Director of Botanic Gardens, Singapore, visited with special interest in the Herbarium, and



Mr. G. S. Wood, Forest Botanist, North Borneo, studied there for two months before going on to North Borneo.

The Forest Staffs of the Research Institute and Selangor State were heavily involved in the preparation for opening and maintenance of the Templer Park.

#### FINANCE

Revenue from all sources rose slightly to \$10,829,715 (\$10,600,194) which is a record to date, and expenditure fell to \$4,795,503 (\$5,132,423) giving a gross surplus of \$6,034,212 (\$5,467,771). The bulk of the decrease in expenditure is Federal, and is accounted for by a reduction in special expenditure in the Research and Timber Purchase Sections: expenditure in States/Settlements rose by some \$70,400, which is more than accounted for by the welcome increase of about \$90,000 in State/Settlement expenditure on silviculture. Though a surplus of six million dollars for the year is satisfactory, cash is only one way of recording values, and there must be set against this cash surplus the area of forest land which is less productive than it might be, so that the ultimate loss in value of its final crop will exceed by many times the immediate saving.

### Part V

#### GAME DEPARTMENT

##### WILD LIFE CONSERVATION AND MANAGEMENT

The Emergency still continues to affect adversely this service. The department is grossly understaffed (only half the pre-war strength) and with one senior officer on leave, only one duty post in a State was continuously filled. In the States of Selangor and Negri Sembilan, where Honorary Game Wardens have supervised the work of the department since 1950, a senior officer of this department was posted from 1st April, 1954, as Game Warden, Selangor, Negri Sembilan and Malacca.

##### KING GEORGE V NATIONAL PARK

The National Park continues to remain free from terrorist activity. Thanks to publicity from the Press and to former Park visitors an increased number of paying visitors were attracted to the National Park. By the end of the year there were already requests for reservation of accommodation for the 1955 season, which commences on 1st March.

As usual, visitors enjoyed excellent fishing in the Sungei Tahan and Sungei Keniam during the year. The fame of the Park rivers continues. Quite a number of anglers who had previously fished these waters returned to do so again. Some of these from among the public and

Armed Forces penetrated into remote areas of the Park. Both still and cine photographers again obtained excellent records of some of the Park fauna. The Seladang at Kuala Tahan remain the prime attraction to these visitors.

His Highness the Sultan of Pahang, the Deputy High Commissioner, Federation of Malaya, and numerous others visited the Park during the year. These included eighty-one paying visitors who paid visits of varying duration to the National Park to spend their holidays there. A sum of \$6,285 was collected as revenue from visitors.

#### RESEARCH

Besides further specimens of indigenous freshwater fishes being sent to Raffles Museum, many of them quite rare, a collection of some forty species were collected and exhibited at the M.A.H.A. exhibition held in July. All these fish specimens were taken from the Sungei Tembeling watershed. Further specimens of the minute Mulluscs (snails) were collected from limestone outcrops within the Park and are being studied by experts. New species continue to crop up whenever new limestone hills are investigated. Results of observations and compilation of notes on the indigenous Park fauna continue and are entered in the Department's records.

#### RESERVES AND SANCTUARIES

Terrorist activity and Security operations continue to prevent the re-opening of the Sanctuaries and Reserves from which the staff had to be withdrawn at the commencement of the Emergency.

#### LICENSING

The issue of Game Bird and Deer Licences shows a slight increase during the year. Big Game Licences have not increased mainly because such hunting entails journeys much further afield than are necessary for the hunting of deer and game birds, and this is not always possible under the present emergency condition in the country.

#### POACHING AND BREACHES OF THE GAME LAWS

Poaching continues although more and more offenders are being prosecuted in court and convicted for poaching offences. The country-wide use of the wire snare (jerat), set ostensibly for wild pig, still continues to take an immense toll of the Wild Life of the country from elephant to wild dog (serigala), including many protected animals. Not only is the fauna of the country in danger of being decimated, but a considerable number of the animals caught and maimed by these contraptions are of no use to the snarer as examination of snares takes place at irregular intervals only and the flesh is so rotten that it is unfit



for human consumption. Tigers, leopards and other dangerous animals caught and maimed in these snares constitute a grave danger to persons who may come in contact with them.

#### CULTIVATION PROTECTION

Elephant continue to give a great deal of trouble, particularly in areas abandoned by order under the Emergency Regulations but in which the houses and cultivation of the evacuated inhabitants still remain. The absence of human beings and the presence of large areas of good feeding naturally enough attract any animal to these unprotected crops which offer an easy and abundant source of food or forage.

Shooting has, in a number of cases, been resorted to but has done relatively little to improve matters. No sooner have elephants been driven to the jungle from areas adjacent to cultivation than bandits and security forces by land and air drive them back again.

Four hundred and ninety-seven calls for assistance in defence of life and property were received. Action was taken on four hundred and eighteen calls. Action was not possible on seventy-nine calls by reason of delayed information or for security reasons.

The following table shows the nature of calls and action taken:

Nature of calls				Results of action taken			
Elephants	...	...	175	Elephants killed	...	4	
Deer	...	...	46	Elephants driven	...	103	
Seladang	...	...	4	Deer killed	...	8	
Tigers	...	...	42	Deer driven	...	18	
Pigs	...	...	204	Tigers killed	...	10	
Other Animals	...	...	26	Tigers not found	...	3	
				Seladang driven	...	4	
				Pigs killed	...	522	
				Other animals killed	...	64	
Calls ... 497				Killed ... 736			

## Part VI

### VETERINARY

#### LIVESTOCK CENSUS

The 1953 Report recorded an increase in numbers of all classes of livestock to the point where some relaxation of the slaughtering restrictions that had been imposed immediately post-war could be relaxed. Slight falls in the totals of oxen and goats in 1954 were expected to result, and these did, in fact, occur. The ban on the slaughter of female cattle breeding stock was retained, however.

The census figures for 1954 are given below, with those for 1953 and for a typical pre-war year (1939) for comparison.

	1954	1953	Difference	1939
Buffaloes:				
(a) Malayan Swamp ...	242,100	237,600		
(b) Indian Murrah ...	4,700	5,200		
	<u>246,800</u>	<u>242,800</u>	+ 4,000	217,000
Oxen:				
(a) Agricultural and draught	203,200	210,000		
(b) Milch ...	75,200	69,200		
	<u>278,400</u>	<u>279,200</u>	— 800	287,700
Goats ...	271,700	288,700	— 17,000	300,000
Sheep ...	27,200	26,300	+ 900	31,500
Swine ...	398,700	306,100	+ 92,600	599,400
Equines ...	660	650	+ 10	600

The steady increase of the swamp buffalo population is satisfactory. Over 80 per cent. of these animals are owned by Malays in the rice-growing areas of Kedah, Perlis, Kelantan, Trengganu, Pahang and Malacca, where they are used either in the plough, or for “puddling” the rice fields, or are kept for meat or as capital. Breeding is generally haphazard, very little attention being paid to selective breeding. Murrah buffaloes are kept principally as dairy animals by Sikhs on the outskirts of the principal towns. The decrease in their numbers is significant. With the growth of many towns throughout the country the dairymen have found that the common land, on which they graze their animals and from which grass for stall-feeding is cut, has been greatly reduced.

Agricultural and draught oxen are owned principally by Malays in Kelantan, N. E. Trengganu, Kedah and Perlis in that order of density, and are used as ploughing animals or for beef. Milch cattle are, like the Murrah buffaloes, located mainly on the west side of the Peninsula, around the larger towns. There was a drop of about 7,000 head of agricultural oxen during the year, due mainly to the relaxed restriction on slaughter.

A large decrease of 17,000 in the number of goats occurred. The reasons for this are not at the moment clear: it cannot be ascribed entirely to relaxed slaughter regulations. The replanting of rubber and of other agricultural crops was probably a major factor. The supply of local goats is insufficient to meet the demand for mutton—an opportunity that the local producer seems slow to seize—with the result that 30,000 sheep from Australia were imported to satisfy the fresh mutton market.

The increase of 30 per cent. in the pig population over the 1953 figure is the most outstanding feature of the 1954 census. Pig-rearing is virtually a Chinese monopoly and is integrated into an agricultural



system in which many interdependent factors operate. After the early setbacks, consequent upon the resettlement of squatters during the Emergency, Chinese pig breeders have made a most commendable recovery, and in 1954 not only produced 99.5 per cent. of the Federation's pork requirements but made over 31,000 pigs available for export to Singapore, the Federation's traditional export market. The conclusion seems to be inescapable—that given adequate land and reasonably priced feeding stuffs there would seem to be little in the way of the Federation making a very strong bid indeed for the capture of Singapore's entire pig-import trade. This is a very attractive target.

The rearing of poultry appears to be on the increase in the Federation, although there are still too few people who realise the contribution that it can make to the family budget. The Federation's own production of table birds and eggs lagged behind consumption to the extent of nearly 1 million live birds, 57 tons of dead poultry and 48 million eggs during 1954. This total was valued at \$8,000,000. It is ironical that over 480,000 live birds and more than 36 million eggs were produced in Singapore—mainly an urban area—and exported to the Federation—principally a rural one. There is, thus, a very large unsatisfied market for poultry and eggs in the Federation, a market which the Malay population would appear to be the best situated to supply since it is in the rural areas that the greatest room for expansion seems to exist.

The principal livestock by-products are milk and ghee, and hides and skins. Some 2½ million gallons of fresh cow and buffalo milk are produced annually in the Federation, all of which is consumed locally.

#### VALUE OF LIVESTOCK

Prices of livestock showed a downward trend during the year. The opening of the Thai cattle trade in January had no immediate effect on the price of local cattle. In the second half of the year, however, the price of imported cattle dropped and that of local cattle followed suit.

The increase in the pig population brought about a price drop from \$113 per pikul liveweight in January to \$105 in December. The retail price of pork, however, was not reduced proportionately, less than half the percentage drop in wholesale price being passed on to the consumer.

The price of local poultry showed a decrease of about 20 per cent. between the beginning and the end of the year. Eggs showed only a slight decrease.

The drops in the prices of meat during the year are as shown:

Beef	...	...	...	14%	decrease
Pork	...	...	...	2%-3%	„
Mutton	...	...	...	8%	„
Poultry	...	...	...	20%	„

The total value of domestic livestock in the Federation is estimated at \$204,000,000.

## MEAT SUPPLIES

The extent to which animals bred in the Federation supplied the fresh meat market (excluding chilled and frozen meat) is shown in the following table:

	Buffaloes	Oxen	Goats	Sheep	Swine
Total known slaughter ...	24,647*	36,147*	61,014*	28,207*	502,152*
Imported into the Federation for slaughter ...	2,434	1,646	214	30,294	2,859
No. bred in the Federation	22,213	34,501	60,800	nil	499,293
Percentage 1954 ...	90%	95%	99.6%	nil	99.5%
Percentage 1953 ...	94.5%	90%	99.3%	nil	96.2%

The total of buffaloes and oxen known to have been slaughtered was very slightly lower than in 1953. 10,000 more goats were slaughtered in 1954 than in 1953, and it seems probable that the majority of the remaining 7,000 of the 17,000 goats by which the population was decreased in 1954 were slaughtered in kampongs and estates and were, therefore, unrecorded. The sheep-slaughter figures were increased by 3,000 and pigs by 35,000. For all practical purposes Federation-bred pigs satisfied the whole of the large Federation market.

Although Federation-bred buffaloes, oxen and goats made very high contributions to the total slaughter figures, the large quantities of chilled meats, mainly from Australia, would reduce appreciably the local-production percentages were the total *weights* of each meat consumed throughout the Federation taken into account. The resumption of the Thai cattle trade is an indication that local beef production lags behind demand.

## LIVESTOCK IMPORTS

Importations of livestock were as follows:

From	Buffaloes	Oxen	Goats	Sheep	Pigs
Indonesia ...	327	631	214	—	2,859
„ ...	—	—	67†	6†	—
Singapore ...	27†	237†	24†	—	—
„ ...	1	—	—	—	—
Australia ...	—	—	—	30,294	—
„ ...	—	30†	—	—	—
United Kingdom ...	—	—	2†	—	7†
Thailand ...	2,083	1,013	—	—	—
Total importations 1954 ...	2,438	1,911	307	30,300	2,866
Total importations 1953 ...	1,217	3,958	390	27,849	28,306

\* These figures do not include those animals slaughtered in kampongs, estates, etc. Their numbers are believed to be relatively high, but accurate records are unobtainable. † Imported for breeding.



Other than those for breeding, all importations were for slaughter in the larger towns in Penang, Perak, Selangor, Malacca and Johore.

The magnitude of poultry and egg importations from Thailand and Singapore continues to cause concern. During the year the Federation is estimated to have imported nearly  $\frac{1}{2}$  million head of Singapore-produced live poultry and 36 million Singapore-produced eggs, in addition to over  $\frac{1}{2}$  million birds and 6 million eggs from Thailand. The total value of poultry and egg imports was over \$10 million for the year, and that of exports \$2 million, leaving an adverse balance of imports over exports of \$8 million. These figures should be a challenge to all poultry breeders in the Federation.

The Thai cattle trade re-opened in January after a lapse of 4 years. By the end of the year 2,083 buffaloes and 1,015 oxen destined for the Federation markets had passed through the Padang Besar Quarantine Station, situated on the Malaya-Thailand border.

Other animal importations included 66 horses and 258 dogs.

#### LIVESTOCK EXPORTS

The export of 31,100 pigs to Singapore has already been mentioned. Other exports were relatively small, and comprised 2,398 goats, 27 buffaloes, 46 oxen, 52 sheep, 277 dogs and 14 horses.

The greatly increased pig exports to Singapore (972 in 1953 compared with 31,100 in 1954) and the greatly reduced imports (28,301 in 1953 compared with 2,859 in 1954) show clearly the development of a most promising pig export trade.

#### LIVESTOCK IMPROVEMENT

The scheme, initiated in late 1950, for improving local Zebu cattle made further very satisfactory progress during the year. The policy is to place imported pure-bred Red Sindhi and Sahiwal bulls on estates, in villages, in dairy herds, at veterinary centres, and on the Department's farms in order to achieve as wide a coverage of the country as the limited number of bulls permits, and to station them where the greatest demand exists. The scheme originated as a plan to improve the quality of cattle on estates employing an Indian labour force and 50 of the bulls in use during the year were so placed. The bulls were stationed in all States and Settlements of the Federation with the exception of Trengganu. A number of cross-bred bulls were also in use.

Nearly 2,000 services were recorded during the year, but it is known that many others went unrecorded. There are now about 3,000 cross-bred cattle in the country, the progeny of these imported sires, and the change they have effected in the appearance and performance of some

estate herds is most marked. The first batch of three-quarter-bred calves is due in the early part of 1955. To persuade owners to continue the use of pure-bred sires instead of their own good-looking half-bred bulls is proving difficult, but the problem is receiving close attention.

The registration of cross-bred progeny has been instituted as the first step towards the opening of a herd book.

With the appearance of better quality cattle on the Malayan livestock scene it is essential that higher feeding standards are adopted. There is no prospect of a quick solution to this problem, but constant propaganda may in time persuade owners that they will not realise the full potential of their up-graded stock unless they improve on the low-grade feeding practices of the past.

Wherever possible steps are taken to prevent the use of males of poor type of all species for breeding. Only in Kelantan, Kedah and part of Trengganu does legislation exist to assist this object, but propaganda to the same end in other areas is beginning to bear fruit. During the year 2,875 bulls, 1,131 male goats and 28 rams unfit for breeding were sterilised.

A "premium bull" scheme was introduced in Kelantan early in the year. It became necessary to prevent the slaughter of the best bulls in each district by inducing the owners to accept an annual cash premium so that the services of those bulls would continue to be available. It is, perhaps, an indictment of many Malay cattle owners that such a device has to be adopted to help them maintain the quality of their herds, but there seem to be few alternatives. It is hoped that the enthusiasm for the scheme evinced in some areas will spread to others and so convince owners that "the bull is half the herd."

A number of stud goats were obtained from Indonesia and loaned or sold to goat-keepers. The progeny show promise. Extension of the scheme was limited by trading difficulties, but further efforts to obtain more males are to be made.

The problem of finding sheep suitable for the Malayan climate was investigated. Their distribution conforms with the areas of lowest rainfall, i.e., the East Coast and the Kuala Pilah district of Negri Sembilan. Kelantan appears to offer the best facilities for a pilot scheme. A number of Dorset Horn sheep from Australia were purchased at the end of the year and will be used in that State, in conjunction with Indonesian rams, on a flock of local sheep selected for the breeding experiment.

Development of the Department's two Animal Husbandry Stations progressed satisfactorily. At the Paroi Station near Seremban herds of



pure-bred Red Sindhi and Sahiwal cattle are maintained. During 1954, 27 calves were born, and the stock at the Station at the end of the year was :

	Bullocks	Bulls	Cows	Young Stock			Calves		Total
				M.	F.		M.	F.	
Sindhi ...	1	4	14	4	10	...	4	7	44
Sahiwal ...	1	1	16	7	6	...	8	6	45
Cross-bred ...	2	—	—	4	—	...	—	—	6
	<u>4</u>	<u>5</u>	<u>30</u>	<u>15</u>	<u>16</u>	...	<u>12</u>	<u>13</u>	<u>95</u>

Eleven bulls bred on the farm were disposed of during the year, 2 young Sindhis, 3 Sahiwals and 1 cross-bred by sale, and 5 cross-breds by loan to Malay cattle owners.

Total milk production, excluding that taken by the calves, was 4,600 gallons.

The Central Animal Husbandry Station at Kluang, in Johore, carried 246 swamp buffaloes, 32 Murrah and Ravi buffaloes, 307 oxen and 33 goats at the end of the year. Considerable improvement in the quality of the pasture is now apparent, with the result that the grazing areas can be more heavily stocked.

During the year 156 oxen were sold, principally to breeders, and 47 swamp buffaloes were reserved for sale to the Johore Government.

There was a total crop of 183 oxen and buffalo calves, the oxen calves being sired by a Red Sindhi bull.

Revenue totalled \$64,400 from the sale of livestock, 5,300 gallons of milk and 2,700 lbs of ghee.

The herd of goats now established on the Station settled down well and 24 kids were born during the year.

At both Stations close observations on livestock are conducted and valuable data are being accumulated on milk yields, breeding histories, rations, rates of weight increase, and the development of pastures. All young female stock are vaccinated against contagious abortion (*brucellosis*). The Stations provide an excellent opportunity to study in detail those disease conditions in local cattle and buffaloes which occur periodically without apparent cause. Some conditions, first detected on these farms, have proved to be more widespread in the Federation than was at one time thought to be the case.

The absence of well conducted farms in the Federation makes these two Stations invaluable not only as demonstration units for the public but also as the only sources of improved breeds of cattle in the country.

## LIVESTOCK DISEASES

*Cattle*

Successive annual reports have recorded the Federation's continued freedom from the major tropical diseases of cattle. That record was maintained during 1954.

The main cattle disease encountered is haemorrhagic septicaemia. Eleven sporadic outbreaks occurred, 7 of which were in Kelantan, 3 in Trengganu and 1 in Selangor. None, however, reached serious proportions. A total of 119 deaths resulted, but the prompt use of vaccine and serum on 3,600 in-contact animals quickly limited the spread from infected areas.

An apparently insidious condition of cattle of all ages, characterised by anaemia, unthriftiness (in some cases progressing to emaciation), and a long recuperation period, has been recognised but has not yet been identified. It appears to occur in all parts of the Federation and causes a considerable economic loss to the owners of affected animals. Field and laboratory research is being conducted into the cause.

A few cases of malignant catarrh occurred in Kelantan and of ephemeral fever in Trengganu and Pahang.

*Goats*

The vaccination of goats against contagious ecthyma is gaining in popularity. Sporadic outbreaks of the disease were reported from Johore, Selangor and Kedah.

*Pigs*

Swine erysipelas caused 55 deaths in the course of twelve outbreaks in Pahang, Johore and Perak. Treatment with serum and penicillin was given to over 500 sick or in-contact pigs.

Pigling diarrhoea is a condition that is receiving considerable veterinary attention. Various possible causes have been investigated without any constant, specific factor being incriminated. The annual loss in pigs from this condition has not been estimated but it is known to be considerable. Trials with aureomycin and an iron-copper mixture were encouraging, and a larger scale trial is to be conducted with this and similar lines of treatment in 1955.

An outbreak of swine fever was confirmed in Pahang in December. The location of the outbreak was as remarkable as the entity of the disease itself, as swine fever had not been reported in the Federation for several years. Although conclusive proof of its origin was unobtainable there were good reasons for believing that the disease was introduced by a consignment of infected pigs smuggled into Kelantan from Thailand and then exported to Pahang as "Kelantan" pigs. At the time it was known that swine fever was prevalent in South Thailand.



The disease was first detected in Karak New Village and many deaths had resulted before help was sought. Steps were taken to prevent further spread and to detect other foci of infection which might have been caused by the suspected consignment.

### *Dogs*

The Annual Report for the Federation for 1953 recorded the encouraging success that had attended the mass vaccination campaign in all rabies-infected States and in contiguous areas of rabies-free States and Settlements. Chicken-embryo (Flury strain) vaccine was used. This vaccine proved to have many advantages over vaccines of the nervous-tissue type used previously in Malaya.

No case of canine rabies was reported during the year; the last case in a dog was recorded in June, 1953.

The only case of animal rabies recorded in 1954 was in a goat on the Malaya-Thailand border. Although proof was lacking it appeared probable that a rabid dog from across the border, where the disease was known to exist, had introduced the infection.

To eliminate any cryptic pockets of the disease which might have remained undetected a pan-Federation compulsory mass vaccination campaign was conducted in 1954. A total of over 115,000 dogs were immunised and over 30,000 dogs not submitted for vaccination were destroyed. The total of vaccinated dogs was estimated to be not less than 90 per cent. of the dog population of the Federation and was, therefore, well above the 70 per cent. level considered necessary for any subsequent outbreaks to be self-limiting. At the end of the year the Federation had been free of canine rabies for over 18 months—an unusual state in South East Asia. Malaya is the first country to record the eradication of rabies using the chicken-embryo (Flury strain) vaccine.

Other diseases encountered in dogs were trypanosomiasis, distemper and a case of *Cl. welchii* infection, in addition to the common parasitic conditions.

### *Poultry*

Over 900,000 more poultry were vaccinated against Ranikhet disease (Newcastle disease; Fowl pest) in 1954 (4,128,000) than in 1953 (3,226,000), which shows the increasing interest being taken in this free service to poultry-keepers. This immunisation service has removed the greatest barrier to successful and profitable poultry rearing in the Federation, i.e., the wiping out of whole flocks by the disease that occurred regularly prior to the introduction of the vaccination service in 1947. In that year only 85,000 birds were vaccinated: seven years later the total had been increased nearly fifty-fold.

Other services to poultry-keepers included 52,500 vaccinations against fowl pox and 67,000 caponisations of cockerels by the "chemical implant" method.

A few outbreaks of fowl pox and an outbreak of fowl cholera were reported during the year.

The presence of infectious laryngo-tracheitis in Malaya was confirmed during the investigation of an outbreak of disease amongst poultry in Perak. It is not yet known to what degree the disease is disseminated in Malaya, but it is thought that although it may prove to be widespread it is possibly of low pathogenicity for local poultry.

#### GENERAL

##### *Arsenic Poisoning*

Arsenic poisoning continued to take its annual toll. 336 oxen and 29 goats were known to have died as the result of feeding on grass or herbage sprayed with sodium arsenite, a commonly-used weed killer. Notices displayed to warn owners of livestock that certain areas had been poisoned were apparently either unread or unheeded.

##### *Helminths*

There is little doubt that the damage caused by helminth parasites in Malayan livestock, and particularly in young animals, is of considerable economic importance. Dosing with hexachloroethane has become a routine in areas where liver-fluke infestation is serious; over 2,600 buffaloes, oxen and goats were so treated. Phenothiazine treatment for other helminth parasites was given to 10,000 cattle, goats, sheep and pigs and to 30,000 poultry. Ascariasis is known to be a major cause of unthriftiness in young buffaloes, oxen and pigs, but most forms of medication have proved disappointing. A new drug, a piperazine compound, became available towards the end of the year with indications that it may prove to be a great advance on anything tried hitherto. Field trials with the drug are to be conducted early in 1955.

#### RESEARCH

The work of the Veterinary Research Institute was concerned principally with the production of vaccines for the protection of local livestock, and with the diagnosis or confirmation of livestock diseases from specimens submitted by field officers. Over  $9\frac{1}{2}$  million doses of Ranikhet vaccine were prepared,  $3\frac{1}{4}$  million doses of which were for use in Singapore and  $1\frac{1}{4}$  million doses for use in Hong Kong, North Borneo, Sarawak and Brunei. Other vaccine production included 10,000 doses of haemorrhagic septicaemia vaccine, 133,000 doses of egg-adapted fowl pox vaccine and 7,600 doses of contagious ecthyma vaccine.



Experimental work was conducted on a Ranikhet disease vaccine for the immunisation of day-old chicks and on a rabbit-adapted swine fever vaccine. In order to meet immediately any emergency that might arise the routine production of rabbit-adapted rinderpest vaccine was investigated successfully.

Investigations resulting from new isolations were conducted on vibrionic abortion in cattle and the avian leukosis complex in poultry.

#### ANIMAL INFIRMARIES

One or more animal infirmaries were maintained in each State and Settlement. Some 17,000 animals of all species and 34,000 poultry received treatment for a variety of complaints, exclusive of those treated during disease outbreaks.

The State of Perak had, in addition, its own travelling dispensary. This proved of great value during the year, and made it possible for services to be extended to animal owners who hitherto had been too far from an infirmary to obtain skilled assistance.

#### CIVICS COURSES

Demonstrations and lectures were given by Departmental officers at 43 Civics Courses and the opportunity taken to underline those ways in which livestock owners can do much to obtain a greater financial return from their animals than is at present the case.

#### VETERINARY SCHOLARSHIPS

Nine Federal or State Scholarship students were in training in the United Kingdom or Australia during the year. On the successful completion of their six years course they will be qualified for appointment to the senior grades in the Veterinary Department.

## Part VII

### GEOLOGICAL SURVEY

#### DEVELOPMENT

Continued progress has been made in the scheme for the re-organization and expansion of Geological Survey activities for which a grant of £325,000 (\$2,785,714) was made in 1950 from Colonial Development and Welfare funds. The scheme, originally scheduled to finish on 31st March, 1954, has now been extended until the end of March, 1956.

Recruitment to additional staff posts authorized under the scheme has been nearly completed. Three new senior officers (geologists) were appointed at the end of 1954, leaving vacant only one of the thirteen posts provided for in the scheme. Recruiting of junior staff made

satisfactory progress by keeping in pace with filling of the senior posts. The salaries of all additional posts authorized under the expansion programme are being paid from the Colonial Development and Welfare grant.

Because of difficulties connected with the acquisition of the required land, the plans for the construction in Ipoh of new Geological Survey headquarters, including offices, museum, chemical and geological laboratories, and houses for senior and junior staff, were held up and it is now expected that the buildings will be ready for occupation early in 1956. During the year further steps were taken towards building quarters for outstation senior and junior field officers in Kuala Lumpur and Johore Bahru, and for building an outstation office in Sungei Patani. Preliminary steps were taken for the opening of offices at Bentong, Mersing and Kangar. The buildings available as offices in these three places will need renovation and minor alterations. Payment for all these buildings and renovations will be met from the Colonial Development and Welfare grant.

Of the three vacancies for Chemists, one was filled at the end of the year, but the officer will not arrive in Malaya until early 1955.

#### GEOLOGICAL MAPPING

Systematic geological surveying on a scale of one mile to one inch, with its accompanying search for mineral deposits, was carried out during 1954 in Northern Kelantan, in Northern and Central Trengganu, in Southern Pahang, in Kedah, in Northern Perak, in Central Perak, in Central Selangor, in Malacca, and in Northern and Southern Johore. Emergency conditions hindered the work, especially in Kelantan and Northern Perak, but considerable progress was made nevertheless. Security forces co-operated with geologists in deep jungle work in Kedah and Kelantan.

Detailed geological mapping reveals areas likely to contain deposits of economic minerals, as well as those where the richer agricultural soils occur. Regional maps compiled mainly from geological data show, as accurately as present knowledge permits, zones of (a) mining land; (b) potential mining land; (c) possible mineral producing land; and (d) land not likely to be required for mining. Such maps provide the best basis for a sound policy of land alienation. During the year, regional maps of Selangor and Negri Sembilan were published and that for Kedah-Perlis was prepared in readiness for publication. Compilation of a regional map of Malacca was continued and that for Trengganu begun.

#### MINERAL PROSPECTING

The Colonial Development and Welfare scheme for expanding departmental activities includes provision for prospecting of certain



areas which reconnaissance or detailed geological mapping may have shown to be likely to contain mineral deposits. Emergency conditions did not permit much prospecting in 1954, but some work was done in the Krian valley area of Perak. It is hoped that progress in this important aspect of the Geological Survey's activities will be made in the future, and with this object in view a Mineral Investigation Drilling Unit has been established jointly with the Department of Mines, by mutual agreement between the Director of Geological Survey and the Chief Inspector of Mines.

Records of prospecting carried out under prospecting licences and boring permits are filed at headquarters. The records include results mainly from 1920 onwards, and the collection now includes 4,376 files. These records are available to, and are freely consulted by, the mining public. Copies of results of prospecting on State Land may be supplied to anyone, but the results of prospecting on alienated land may be disclosed only to the owners or to persons authorized by them.

#### GEOPHYSICAL PROSPECTING AND SURVEYING

Close attention was given to modern methods of geophysical prospecting and surveying, both aerial and terrestrial, with the aim of accelerating geological mapping and assisting in the search for new mineral deposits.

An application was made to the Council for Technical Co-operation in South and South East Asia (Colombo Plan) for aid in the form of large-scale airborne magnetometer surveys of parts of the Federation. This followed upon the receipt of a favourable report from the expert sent to the Federation for six weeks late in 1953 by the United Nations Technical Assistance Administration to prepare a preliminary report on the feasibility of making airborne geophysical surveys in Malaya. The expert confirmed that the magnetic and radioactive properties of the major groups of Malayan rocks are sufficiently distinctive to permit the boundaries between the groups to be mapped from the air, even if they are buried beneath thick covers of alluvium. Thus, airborne geophysical work should greatly assist in geological mapping, as well as in prospecting for new magnetic iron deposits. The expert recommended six areas for airborne geophysical surveys, and prepared estimates of costs. It is hoped that funds for this work will become available during 1955.

A team of two French geophysicists was sent to the Federation by the United Nations Technical Assistance Administration to carry out intensive ground geophysical investigations of specific geological problems. They tested the possibility of determining the depth of bedrock beneath alluvium, and the depth to hard bedrock beneath a thick cover of weathered rock; the tracing of buried mineralized

contacts between granite and limestone; the delimiting of known mineral ore-bodies; the distinguishing between different kinds of rocks beneath a cover of alluvium, and so forth.

The programme of work prepared for the two geophysicists proved to be more than they could accomplish in the three months period of their engagement by the United Nations Technical Assistance Administration. The initial results of their researches were, however, so interesting that the team was re-engaged for a further three months by the Federation Government, the cost being covered by Colonial Development and Welfare funds.

The full report upon their work had not been received from the geophysicists by the end of the year, but progress reports showed that geophysical methods, especially the seismic method, could successfully be applied to some of the problems studied.

#### PHOTOGEOLOGY

A very brief visit was paid to Malaya by a senior member of the Photogeological Section of the Directorate of Colonial Geological Surveys, London. As a result of his studying aerial photographs and making ground and air reconnaissances, he established that a photogeological study of the Federation should be a big help in geological mapping. Such a study was later begun in England.

#### GEOLOGICAL RECONNAISSANCE BY AIR

A party, which included the Director and the visiting Photogeologist, made a geological reconnaissance flight over Gunong Tahan and other mountains in Kelantan, Trengganu, Pahang, and Johore. Geological features that had not been observed, or only partly observed, on the ground were identified and examined. The flight demonstrated that this method of reconnaissance has distinct possibilities over certain types of country.

#### PALAEOBOTANY

An officer, a palaeobotanist and specialist in Quaternary Research, in Malaya on National service was seconded to the Geological Survey for a period of three months. He made a detailed study of the tin-bearing alluvium in the Kinta valley, with the aim of determining whether or not the application of palaeobotanical techniques could assist in distinguishing between what are known as the "older" and the "younger" tin-bearing alluvia. Such a distinction might prove to be important in the search for new tin deposits.

Results indicated that although, at our present stage of knowledge, pollen analysis methods and techniques are unlikely to be capable of immediate or direct application to Malayan geological problems, they may later prove to be indirectly useful.



## ENGINEERING CONSULTATIONS

Upon numerous occasions the Geological Survey has been consulted in connexion with engineering problems, including the siting of dams and tunnels for a Hydro-electric scheme, the nature of the foundations for an irrigation dam, the nature of bridge foundations, the location of road metal quarries, and the location of underground water supplies. Several geological reports on mining properties, and a number on the mineral possibilities of certain areas, have been supplied to members of the mining community.

## IDENTIFICATION AND ANALYSIS OF SAMPLES AND SPECIMENS

A large number of specimens and samples of rocks and minerals for identification and analysis was received from other Government departments, from commercial and industrial firms, and from private persons. Among the samples submitted were several minerals for testing for their radio-activity. The amount of chemical and mineralogical work continued to increase, and treatment of large numbers of samples from members of the mining community, from the Research and Development Branch of the Department of Mines and from other Government departments left little time for the chemists to devote to departmental analyses. The revenue from chemical and mineralogical work continued to rise. Fees are charged for analyses of commercial samples, but work for other Government departments is performed free of charge.

Many borehole specimens of rocks were identified for mining companies and for individual prospectors, and for engineers for purposes other than mining. Numerous collections of typical Malayan rocks and minerals were supplied to schools for teaching purposes and to museums for display.

## PUBLICATIONS

A memoir (No. 7—new series) describing the geology and mineral resources of the neighbourhood of Kuala Selangor and Rasa, Selangor, (the Selangor portions of sheets 3 B/10 and 3 B/11) was published, complete with coloured geological maps on the scale of 1 inch to a mile. Preparations of maps and illustrations for memoirs on the Bentong area of Pahang, and the Kinta area of Perak progressed satisfactorily. The preliminary draft of the text of a memoir on the Besut area of Trengganu was prepared.

## TRAINING OF STAFF

With the co-operation of the Principal of the local Government English School, who permitted the Geological Survey to use classrooms and laboratories during school holidays, the annual departmental conference and tuition classes were held during December. Individual tuition was given throughout the year to members of the junior staff by

geologists and chemists. One Asian assistant chemist is undergoing training in the United Kingdom for promotion to a higher division post of chemist. Funds were allocated for the training, in 1955, of two Asian field assistants, with a view to their qualifying in the near future, for consideration for Government scholarships. Such a scholarship would cover training in a United Kingdom (or Commonwealth) university for promotion to a higher division post of geologist.

## Part VIII

### MINING

#### MINERAL RIGHTS AND ROYALTIES

Minerals are the property of the State and prospecting may only be done under a Licence or Permit, except that the holder of an agricultural title not in a Malay Reserve has the right to prospect his land and to allow others to do so. Mining may be done only on land leased for the purpose from the Ruler in Council, and the possession of agricultural or other surface rights gives no right to mine. Mining Leases are granted for any appropriate period up to 21 years, and the term may be extended.

Royalties on the production of coal and gold are paid to the States in which they are won. On all other minerals an Export Duty is paid, and usually to Federal revenue. The rate of Export Duty is 10 per cent. *ad valorem* unless otherwise specified, the principal exception being that on tin concentrates which is about 15 per cent. of the value of the tin metal contained in the concentrates.

#### TIN

The 1954 output of concentrates had a calculated tin metal content of 60,690 tons, valued at about \$359 million. This is an increase of 4,436 tons, or 8 per cent., on the 1953 figure, and is 3,153 tons higher than the previous post-war record of 57,537 tons in 1950. The number of mines working increased by 90, or 14 per cent., during the year, and of this increase 87 were Asian gravel-pump mines.

In 1954 dredging was responsible for 52 per cent. of the output, gravel-pumping for 37 per cent., underground mining for 4 per cent. and other methods for 7 per cent. It was divided into 61.4 per cent. by European mines and 38.6 per cent. by Asian mines, which is an increase of 1.3 per cent. in the European share when compared with 1953, this increase being caused principally by greater average production by each dredge. At the end of December the mines working were: Dredges 79, gravel-pumps 567, underground 9 and others 64. The total of 719 mines producing tin employed 91 per cent. of the labour and 92 per cent. of the power engaged in all mining.



The average Singapore tin price fell to \$354 per pikul from \$363 in 1953, equivalent to £694 and £711 per ton respectively. These averages do not show that generally speaking there was a fall in price throughout 1953 and rise throughout 1954, the latter probably being caused in part at least by the expectation that the control of tin production would be introduced.

The fall in the average price entailed a reduction in the Export Duty of \$1.08 per pikul of concentrates, but this was more than offset by the greater production which increased receipts by \$2 million to \$52,653,000. Virtually all tin concentrates are smelted in either Singapore or Penang, and Export Duty is charged on those going to the latter place in spite of the fact that it is in the Federation. The tin-mining industry received a total of about \$290 million, calculated on the basis of receiving for one pikul of concentrates 60 per cent. of the Singapore price of one pikul of tin metal.

The direct impact of the Emergency on current tin-mining has decreased to a most gratifying extent. Only one mine was attacked during the year, and though 7 Special Constables and Home Guards were killed in the vicinity of mines 9 Communist Terrorists were also killed. On the other hand prospecting to find new mines in undeveloped country is practically at a standstill, since small parties working in jungle can seldom be given protection. The situation is continually under review and it is hoped that in the near future more prospecting will be possible, though it must be mentioned that during the year the Security Forces mounted an operation to protect several concerns prospecting about 20,000 acres in the vicinity of the Kroh Forest Reserve at the South end of the Kinta Valley. Unfortunately the results of the prospecting were on the whole disappointing.

The International Tin Agreement was much to the fore during the year. In January a Referendum of the Mining Industry was held resulting in a vote of 68.3 per cent. in favour of Malaya signing the Agreement, on 27th January Legislative Council agreed to request Her Majesty's Government to sign on behalf of Malaya, and on 18th August it agreed to ratification of the Agreement. On 19th November Legislative Council debated and accepted White Paper No. 76 of 1954, which outlined the principles for the domestic implementation of the Agreement in Malaya and later the same day the Tin Control Ordinance, 1954, was passed. This is principally a measure to enable the High Commissioner in Council to make Regulations to put into effect the principles outlined in the White Paper.

Various committees had been formed, from early in the year, to settle the principles and to draft legislation covering the manner in which contributions to the Buffer Stock should be collected from mines and

the manner in which the control of production should be effected. By the end of the year the necessary Regulations were in an advanced stage of drafting.

#### COAL

The only coalfield worked in Malaya is at Batu Arang, Selangor, operated by Malayan Collieries Limited. The coal, which is probably more correctly described as lignite, has a calorific value of about 9,000 B.T.U. as received and is non-coking.

In 1954 production was 124,468 tons from opencast and 100,072 tons from underground mines, the total of 224,540 tons being 61,824 tons less than during the previous year. The Company appealed to Government for help to maintain the volume of sales in the face of competition from imported fuel-oil, but after receiving an independent report by Messrs. Powell Duffryn Development Limited the Government declined to give such assistance. There is little doubt that the decline in the consumption of coal will continue.

At the beginning of the year there were one opencast and three underground mines in operation, but by December two of the underground mines had been closed and the labour-force employed had dropped to 1,224, from 2,043 in December, 1953.

The amount of coal available for sale was 206,141 tons, which at a sale-price of \$30 per ton had a value of \$6,184,230. Royalty at 25 cents per ton, yielding \$51,535, was paid to the State of Selangor.

#### IRON

The total production of iron-ore was 1,212,780 tons, and of this 1,124,936 tons were produced by the Bukit Besi mine near Dungun, Trengganu. No iron is smelted in Malaya, and virtually all exports were destined for Japan. These were valued at about \$21,790,000 and yielded about \$1,870,000 in Export Duty.

A great deal of interest was shown in iron mining, mainly stimulated by the Japanese, and at the end of the year six areas were under investigation or were mining on a small scale. So far, of only one of these can it be said with reasonable certainty that it is a potential large producer.

#### ALUMINIUM

The bauxite mine at Telok Ramunia, Johore, was the sole producer, with an output of 165,621 tons. Exports were to Japan, Taiwan and Australia with a value of about \$3,450,000 and paying about \$320,000 in Export Duty.

There are indications that this industry may expand somewhat in the near future, though it is not likely to become very big.



## GOLD

Of the total production of 20,955 oz. Troy of raw gold, Raub Australian Gold Mines Limited in Pahang produced 17,613 oz. and the balance came from small mines or as a by-product of tin-mining.

Since the war the treatment of the ore at Raub has been entirely by amalgamation, but early in 1955 a cyanide plant will come into operation to treat both newly mined ore and also an accumulation of old ore which has been subjected only to amalgamation. This new plant should give the Company a much-needed increase in its revenue.

## COLUMBIUM

The mineral columbite has for a few years been recovered as a by-product of tin-mining at Semeling, in Kedah. During 1954 production started in the neighbourhood of Bakri, in Johore, and here columbite is the more valuable product and tin the by-product. The occurrence of this mineral at Bakri has been known for many years and some was mined during the Japanese Occupation, but a rush to the area developed early in 1954 and option-mongers flourished. Many illusions have now been lost, and it does not seem likely that this field will ever do much more than double its present production.

Production during the year was 73 tons from Semeling and 39 tons from Bakri, a total of 112 tons, worth about \$18,000 a ton. Exports were 113 tons valued at about \$2,030,000, and Export Duty at 10 per cent. was therefore about \$200,000.

Some interest has been shown in the columbite content of slags from tin-smelting, and during the year 1,800 tons were exported. In 1953 the amount was 19,000 tons, so perhaps treatment is still in the experimental stage.

## TUNGSTEN

The production of scheelite was 45 tons and of wolfram 54 tons, nearly all either as by-products or from the re-treatment of old dumps. Export Duty is \$2 per pikul, and the 104 tons exported therefore yielded about \$3,500, or 0.7 per cent. of the declared total value of \$493,000.

## TITANIUM (ILMENITE OR AMANG)

Ilmenite, which is a mineral containing titanium, occurs in large quantities associated with alluvial tin concentrates in Malaya, where it is known as "amang." Monazite and zircon are also commonly found at the same time. A good separation of these minerals can be effected by magnetic and high-tension electric separation, and the use of the last-named apparatus is spreading.

Ilmenite exports in 1954 totalled 44,745 tons and paid nearly \$100,000 in Export Duty. The price in the United Kingdom is only about £8 a ton, so handling and freight do not leave much margin for the miner.

Monazite is produced in fairly substantial amounts and sold for a good price. Since it contains thorium which is radio-active no statistics can be given, though it is probably mainly bought for its cerium content which is used in the manufacture of flints for cigarette-lighters.

Zircon could be produced in fairly large quantities, but at present the price is not quite high enough to be interesting. The mineral is found as a sand and cannot be used as a semi-precious stone.

#### MINING LABOUR

At the end of December 43,665 persons were employed in mining, 39,715 of them in tin-mining. There was no serious shortage of labour except in the gold mine at Raub, where the shortage of skilled underground miners gravely hindered operations. The reduction by 800 of the labour-force at the coal mines at Batu Arang was a serious matter, but even those accustomed to work underground were unwilling to do so at Raub.

Labour unrest has been negligible and Trade Unionism appears to have made little progress, except perhaps on mines under European management. The small progress on Chinese mines may to some extent be due to the widespread adoption of the "pok chau" system, in which the labourers run the mine themselves and sell the tin-concentrates to the owner of the mine, who supplies the plant. Since the labourers work for themselves they have little reason to form a Trade Union.

The fatality rate from accidents in tin mines was 0.65 per thousand. Fatalities and employees in other mines are so few that the rate of 1.12 per thousand is not significant. All fatal accidents, except those caused by machinery or electricity, are investigated by the Department of Mines, and unless it is evident that the accident could not have been prevented an Enquiry is held by a senior officer of the Department, who has magisterial powers. If the Enquiry shows negligence then prosecution follows.

The prevention of accidents is one of the most important functions of the Department of Mines, but propaganda on accident prevention is difficult among persons of a low average standard of education employed on about 700 mines with an average of about 55 employees on each. Furthermore, supervision by the better-educated mine-owner or "Towkay" is often inadequate: where the mine is worked on the "pok chau" system mentioned above he has no real authority, and in many other cases his visits to the mine are infrequent.



## THE DEPARTMENT OF MINES

This consists of Federal Headquarters, various State Headquarters, Inspectors and a Research Division. The duties consist of advising the Federal and State Governments in matters connected with mining (which in the State is chiefly on land alienation) and in the enforcement of Enactments connected with mining and allied matters.

The Research Division has so far mainly investigated and given free advice on mining and ore-dressing problems, prospected potential mining areas which may be required for other purposes and indexed useful information appearing in periodicals, etc.

There is an almost unlimited field for research into matters of immediate practical use, among the most outstanding being the improved recovery of fine tin, the clarification of mine effluent and the improvement of gravel-pump efficiency. The work done on ore-dressing has already resulted in an increase of direct revenue exceeding by a large margin the total capital and recurrent expenditure on the Research Division.

## THE EXPANSION OF OUTPUT

This has been mentioned earlier under the headings of the various minerals, but the shortage of known tin-mining land caused by inadequate prospecting for the preceding quarter of a century has not been emphasised. At no time has this been the fault of the mining industry, and at present it is caused by conflict with other interests—mainly rice-growing—and by the Emergency. Unless both these difficulties can soon be resolved Malaya will shortly be faced with a serious drop in revenue resulting from decreased tin production.

The Research Division of the Department of Mines can make a substantial contribution to increasing the recovery from a given area, but only if the mining industry will take advantage of the knowledge made available. The industry's present limited ability to do so is a matter for serious concern.

## Part IX

## RURAL AND INDUSTRIAL DEVELOPMENT

## INTRODUCTION

The Rural and Industrial Development Authority was incorporated by Ordinance No. 48 of 1953 and began its corporate life on the 1st of January, 1954. The Authority consisted of a Chairman and a Deputy Chairman both of whom were appointed by His Excellency the High Commissioner, 11 members appointed by the Government of each State and Settlement and 12 members who were appointed by the High Commissioner in Council from amongst persons who were suitably

qualified in regard to matters relating to industry, agriculture, trade, finance, science or administration, or found to be otherwise suitable for appointment. The incorporation of the Authority gave it greater powers and enabled it to act with greater freedom than it had done during the period 1950-1953 in which it was a Government department. However, it also resulted in the creation of a financial structure which made it imperative that the budget of the Authority should be balanced and charged the Authority with carrying out the following duties:

To stimulate, facilitate and undertake economic and social development in the Federation and more particularly in the rural areas thereof.

In general, the Authority continued its work on the lines which had been laid down since its inception, and although financial stringency caused some aspects of the work to be curtailed yet, within the framework of the Authority, those matters covered by the word "development" were energetically pursued. The basic principle of self-help was stressed both in regard to schemes in which the Authority makes grants of cash and does not expect to see any monetary return but does expect to see a return in actual material development, and in projects in which the Authority loans money for development purposes at a low rate of interest and expects to receive back principal and interest, usually over a period of up to 5 years. In general, the emphasis in the Authority's work moved from Schemes towards Projects as the people in the rural areas of the Federation began to realise how they could help themselves in setting up small businesses and in improving their economic status by seeking the assistance of the Authority through small or medium loans. In addition, the Authority continued to provide large loans (up to one and a half million dollars) for the fight against the Padi Kuncha credit system and its associated evils which continue to hold the rural population of the Federation in a state of chronic indebtedness.

The Authority continued to decentralise its powers to an increasing extent and more authority and more funds were made available to State and District Development Boards.

The year 1955 will see the first Federal Elections and, as the Authority has very great influence throughout the Federation, it was considered essential that it should be completely impartial as regards politics and that no one amongst the members, officers and staff of the Authority should be in a position either to assist or to be affected by any political party in the course of their duty. Accordingly, steps were taken to bring about this state of affairs through a directive issued by the Authority to its members, officers and servants.



It appeared from the general trend of development that the Authority would be more and more concerned in the future with training in all its aspects and, later in this section, reference is made in more detail to the increase in training activities of the Authority. There was also the distinct possibility that the Authority would play a leading part in training for community development and other matters associated with community development.

Special attention was paid to the problem of arts and crafts and the Authority acted as a convenor for a central organization to put into effect plans to improve the quality, the quantity, and the production of arts and crafts in the Federation. The general policy in this regard was to prepare an internal structure which would permit of an organised flow of arts and crafts for export in due course. Many orders have been received from abroad as a result of the British Industries Fair in 1954 and from individuals who have heard from other sources of the production of various types of arts and crafts in the Federation, but unfortunately, owing to the lack of a Central Organization, these orders which involve hard currency and many thousands of articles could not be fulfilled.

In some fields of development, the Authority found that it had achieved its objectives and began a gradual withdrawal. This will be more clearly illustrated in the Sections which follow, particularly that concerned with the mechanisation of agriculture.

The Authority also assisted the Federal Government by administering Federal Government loans to ex-Special Constables, thereby taking upon itself a very considerable task.

#### STAFF

Despite attempts to improve the staffing position, the final structure of the Authority's staff had not been settled at the end of the year and this question continued to receive urgent attention. Each State and Settlement continued to have a Development Board with a Development Officer and Assistant Rural Development Officers. The Engineer provided under the Colombo Plan was for the large part of the year in charge of the Dockyard at Kuala Trengganu, and the Economist continued to work on various schemes and projects throughout the Federation.

#### GENERAL

The Authority found towards the end of 1954 that in order to provide a better development service, it had become necessary to modify its directive to a certain extent and the following instructions were sent to all States and Settlement Development Officers:

- (a) priority should be given to loans which promote rural development;

- (b) preference to be given to persons who have difficulty in obtaining loans at reasonable rates of interest (e.g., Padi Kuncha, Malay Reservation, etc.); and
- (c) priority should be given to applications from groups including Co-operatives.

In general, the Authority continued to be interested in the development of the following:

Rice production;	Transport;
Rubber production;	Communication;
Fisheries;	Water and Electricity Supplies;
Animal husbandry;	Training;
Arts and crafts;	Housing;
Light industries;	Industries derived from coconuts;
Commerce in the rural areas;	Amenities and improvements.

The allocations for these various types of development were:

Projects	...	...	\$4,331,524
Schemes	...	...	2,596,140
			<hr/>
			\$6,927,664
			<hr/>

More attention was paid to the consolidation of RIDA activities because it was found that better results were obtained by so doing rather than by continuing to attempt to develop all and every type of activity. It would be impossible to detail here all the activities of RIDA but notes on some of the more important ones are given below.

### *Rice Production*

RIDA again made available a very large sum for fighting the Padi Kuncha system. This system is an iniquitous type of rural credit by which the padi producer is tied, usually to a shopkeeper, and has to repay his loans with over 100 per cent. interest. The Authority lent \$1,395,000 to the Co-operative Banking Unions who distributed these sums to their members at low rates of interest thereby enabling them to maintain themselves without having recourse to money lenders or to shopkeepers. However, the Authority's resources are insufficient to deal with this problem on the scale on which it should be tackled and it is hoped that a Land Bank will be created for this particular purpose.

The point was reached at which the Authority's tractor projects ceased to make profits in the majority of cases. This was due to the number of private tractors now in the Federation and showed that the



Authority had fulfilled its intention of introducing mechanical cultivation on a large scale. In the State of Perak alone, there were 223 private tractors and, towards the end of the year, the Authority began to withdraw to the Tractor Training School in Perak a large number of tractors from other States/Settlements to be put on a care-and-maintenance basis. However, in some areas there was a sufficient amount of work for medium and large tractors for the Authority to continue to use them. It is anticipated that when such very large padi growing schemes as the Trans-Perak Scheme come into being, there will be ample work for medium and heavy tractors for some time to come.

The Authority continued to assist the Agricultural Department with its experiments on harvesting and threshing and other matters of an agricultural nature, but towards the end of the year decisions were taken which clearly defined the work of the Authority *vis-a-vis* the Agricultural Department, and in 1955, agricultural training and associated matters will no longer be a concern of the Authority.

#### *Rubber Production*

The increase in the price of rubber towards the end of the year was encouraging and the Authority's smallholders factory at Grisek in Johore continued to turn out first-grade rubber. The Latex Selling Co-operative Society in Ulu Langat in the State of Selangor had a successful year but again the Authority considered that the stage had been reached in which their assistance in the development of various types of rubber processing was no longer required and the question of the future of the factory at Grisek was under serious consideration at the end of the year.

#### *Fisheries*

There was a marked improvement in the increase of the mechanisation of small fishing craft and the year was notable for the close co-operation between the Fisheries Department and the Dockyard of the Authority in Trengganu where new types of hulls and marine engines were under investigation. It was hoped that in 1955, very definite advances would be made in persuading local fishermen of the advantages of mechanisation both in small and large craft. Loans continued to be given for the purchase of both nets and fishing gear and for the construction of fishing traps and the construction and management of fresh water fish ponds.

#### *Animal Husbandry*

RIDA continued to take an interest in the development of stock, mainly of poultry, cattle, goats, buffaloes and pigs. The incubators run by RIDA, and by private enterprise financed by RIDA, continued to

do well despite two unfortunate setbacks, one in Kelantan and one in Negri Sembilan owing in the first case to a failure of electricity and in the second to an outbreak of disease against which precautions had been taken. Here again, however, the point is about to be reached at which RIDA can hand over the promotion of incubator-bred poultry to private enterprise and the training of the population in better methods of animal husbandry is a matter which is to be left to the Veterinary Department and the Department of Agriculture. In general, there were more applications for loans for the production of poultry than for any other types of animal husbandry.

Towards the end of the year, the Authority considered the question of the production of cattle on a large scale on the East Coast of the Federation. However, following discussions with the Veterinary Department it became clear that the best method of improving cattle production was by loans to individuals rather than by directly-managed projects. It was decided therefore to continue the present practice in this matter and to grant loans to individuals for the improvement of animal husbandry as and where required.

#### *Industries derived from Coconuts*

There was not a great deal of activity in this field during the year, but one large loan was made for the construction of a coconut oil mill in the State of Johore. One oil mill, which had been assisted in the State of Selangor and was run on a co-operative basis, failed owing to the lack of co-operation amongst the members of the Co-operative, and to frequent breakdowns in the machinery producing the oil. The possibilities of coir production were still under investigation.

#### *Light Industries*

The Authority took positive steps to increase the production of arts and crafts and light industries such as mat weaving, attap (thatch)-making, cloth weaving and printing, chick (blind)-making, coffee production, saw-milling and flour-milling. Assistance was also given for the expansion of small businesses such as sundry shops, bicycle repairing, contracting of various kinds, tailoring, firewood and charcoal production and the marketing of produce. The RIDA Dockyard at Kuala Trengganu built and repaired a number of boats.

Mr. Ghulam Haider, an expert from the International Labour Organization, had visited the Federation during 1953 and reported on arts and crafts and light industries. His report was received towards the end of 1954 and many of the recommendations he made are being put into practice. There would appear to be a great future for arts and crafts in the Federation.



The fact that there was a substantial increase in the number of small loans made for the encouragement of business and light industries was significant in that it showed that the Authority's desire to assist small businessmen and producers was being fulfilled.

### *Transport*

At the end of the year, the Authority was actively interested in a Transport Company in Lower Perak, another in Negri Sembilan, and a very large one in the State of Kelantan, the intention being to enter and control the Transport Companies concerned until such time as they had recovered from periods of bad business management, over-expansion or lack of technical skill and were once more on a sound financial and business basis. It is probable that assistance in transport will play a larger part in the activities of the Authority during 1955. Loans were given for river transport services and for transport for a number of Co-operative Societies.

### *Communications*

Work on communications which the Authority carried out in States and Settlements continued but on a reduced scale because of the financial limitation which had to be placed on the amount of money available for such work. As in previous years, any request for assistance in this type of work required a pre-requisite of self-help. The light railway at Tanjong Karang in the district of Kuala Selangor continued to be operated during the year, particularly at the time of padi harvest, but as roads and tracks in the area continued to improve there was less and less work for this particular type of communication; however, the Authority achieved its objective in lowering the cost of transport of padi to the rice mill at Tanjong Karang.

### *Water and Electricity Supplies*

The Authority continued to provide means for the provision of good drinking water by means of wells, tanks and small piped supplies. However, in view of the increase in the number of local councils, the Authority was insistent that the supplies should be taken over by the local councils concerned who should be responsible for their upkeep and future maintenance. Particular attention was paid by the Engineer to the possibility of artesian water supplies and the use of windmills in raising water in areas where the winds were reasonably consistent in force.

Further investigations were carried out, particularly in Negri Sembilan and Perak, into the provision of electricity supplies for the rural areas, but generally speaking the cost of such provision remained high.

*Training Courses*

It has always been clear that the Authority must devote a very large portion of its time and resources to training for, if the public is to take advantage of loans, it is essential that the borrowers should know something of the business they propose to undertake. Consequently the Authority insists that anyone who applies for a loan which involves technical knowledge must first prove that he or she possesses that knowledge; if not, the Authority makes arrangements for the person concerned to receive training before a loan is issued. This has resulted in a great increase in the training programme.

The setting up of a Special Training Division within RIDA was under consideration during the year but the financial position of the Federation precluded it coming into force during 1954.

The Authority decided to close down the Dockyard at Kuala Trengganu since it was not fulfilling its original purpose of training Malays in boat building and as marine engineers and designers, and to change its status to an East Coast Training Centre where, around training in Boat Building, would be set up a number of other types of training such as blacksmithing, electrical work, carpentry, the care and maintenance of marine engines, helmsmanship, etc. This will involve considerable alterations to the physical structure of the Dockyard and training at the East Coast Centre will probably not commence until the middle of 1955. It will, however, together with the new Centres now being built at Lornie Road in Kuala Lumpur and at Petaling Jaya just outside Kuala Lumpur, provide three large Training Centres which should be able to deal in the first instance with the training requirements of the Federation in so far as they concern RIDA.

Some of the training for which the Authority has in the past produced funds will be taken over by the Departments concerned, particularly training in agriculture, but there are a large number of types of training which are not the concern of any one Department, particularly in regard to the remote rural areas whose inhabitants are in general somewhat ignorant of the larger questions of the day and would greatly benefit from courses, especially in Civics.

The Authority was instrumental in procuring four scholarships a year under the Colombo Plan for the training of Malays as Chartered Accountants in Australia. These scholarships are to be given for the years 1955-1959 inclusive, and it is hoped that by the end of the training (which takes approximately 5 years) there will be a nucleus of 20 Malays with the qualifications of Chartered Accountant, Australia, who will be able to set up in private practice in the Federation of Malaya.



The first trainees from the Rubber Estate Management Course finished their training towards the end of the year and proved to have benefited thereby. The intention of training Malays in rubber Estate management is to provide a nucleus of well trained Malays who will be able in the future to discuss with accuracy and knowledge matters pertaining to the production of rubber and the rubber market in Malaya, in international meetings affecting rubber production. This is a long-term policy but is in keeping with the Authority's intention of building up the local people to an awareness of their own capabilities. The types of training given by the Authority comprise the following:

- Boat Building;
- Blacksmithing and Tinsmithing;
- Carpentry;
- Bricklaying;
- Mechanical cultivation;
- Care and maintenance of marine engines;
- Helmsmanship;
- Sewing and dress making;
- Domestic science;
- Sawmilling;
- Logging;
- Rural economy;
- Care of livestock;
- Business management;
- Padi planting;
- First-aid;
- Rubber Estate Management.

### *Community Centres*

In 1953, the Authority asked one of the members of the Authority, Ungku Abdul Aziz bin Ungku Abdul Hamid, of the Department of Economics of the University of Malaya, to undertake a survey and prepare a report on his finding of community centres in the Federation. This report became available towards the middle of 1954 and a decision was taken that the Authority would not assist in the building of any community centre which did not fit in with the recommendations of the report. The report stressed the primary need for any community centre to be run by the local people on the basis of real interest, and not simply that a centre should be erected in the hope that people would visit the Centre. The stress was laid on the necessity for a local committee to provide the stimulus which would bring the population to the Centre.

### *Housing*

The Authority loaned a total sum of \$817,785 for housing in the States of Selangor and Kelantan, continued to investigate the development of seven villages in Malacca and were again approached by the State of Selangor for a further large loan.

In regard to this last application the Authority considered that as it was not really a housing authority, it must spread such funds as were available for low cost housing over a number of States and Settlements and at the end of the year applications were awaited from the States of Johore, Trengganu and Perak.

### *Other Amenities and Improvements*

Assistance continued to be given in improving the social level of the rural areas by the construction of playing fields, badminton courts and other recreational facilities. At the same time assistance was given for minor irrigation schemes, weekly markets, matters connected with the fishing industry such as jetties and the painting of daymarks on the foreshores in various places. Contributions were given to encourage District agricultural shows and one to the Central Malayan Agrihorticultural Show. However, the limitations of the finance available to the Authority indicate that only essential development work will be able to be carried out in 1955.

### *Publicity*

The RIDA monthly periodical, *Maju*, continued to be produced and to be distributed widely throughout the year. Booklets and posters were printed and distributed, and for the use of the staff a projector was procured and slides made up for giving lectures on various aspects of the work of the Authority.

Members of the staff of RIDA continued to broadcast regularly on the work and activities of the Authority. Articles on RIDA were printed in the *Times Oversea Weekly Edition* and received favourable comments in a number of papers abroad. The British Industries Fair provided an excellent opportunity for the demonstration of Arts and Crafts and led to a number of commercial enquiries from places as far afield as Iceland and Venezuela in South America.

The State and Settlement Officers of the Authority reported that they received far more applications for assistance than could be dealt with. This was indicative of the success which RIDA is achieving in carrying out its directive.





## Chapter VIII

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### SOCIAL SERVICES

#### Part I

#### EDUCATION

##### GENERAL

In September, 1954 a Special Committee appointed by the High Commissioner in Council to consider ways and means of implementing the policy outlined in the Education Ordinance, 1952, in the context of the diminishing financial resources of the Federation, presented its report. The Report, together with a Federal Government statement thereon, was presented to the Federal Legislative Council on 6th October, 1954.

The Special Committee recorded at the beginning of its report its profound conviction that education must be one of the highest priorities in the national budget and should be one of the last of the public services to suffer from retrenchment if a general policy of retrenchment became necessary. The members also reaffirmed unanimously their belief in three principles:

- “(i) That multi-racial schools are essential for the education of the future citizens of a united Malayan nation;
- (ii) That there are two official languages, English and Malay, and both must be taught; and
- (iii) That there must be a single system of education and a common content in the teaching in all schools.”

It was apparent, however, that in the face of a rapidly increasing child population and decreasing resources progress in implementation of the Education Ordinance could only be made through rigorous control and selection at all stages and concentration on those parts of an education expansion programme which were absolutely essential to the progress and unity of the country.

The Report and statement, presented as Council Paper No. 67 of 1954, were debated at length in the Federal Legislative Council on 6th and 7th October and the Council resolved that priority in the allocation of such Federal funds as might be available for education should be given to:

- (a) The introduction of National School features into vernacular schools, particularly by means of the establishment of



English medium classes (classes in which the English language is used as the medium of instruction in teaching most of the subjects in the curriculum);

- (b) The maintenance of enrolments in the English medium National type schools at not less than 7.6 per cent. of the primary age group;
- (c) To give effect to (a) and (b) above, the implementation of the teacher training programme recommended in the report, which included an increase to the greatest extent possible of the number of teachers to be trained in Teacher Training Colleges;
- (d) The provision of Secondary Modern schools and vocational schools on the general lines proposed in the Report.

Enrolments in Secondary (academic) English schools, the Council resolved, should be carefully controlled. It was recognised that these measures, although likely to absorb such additional funds as might be available to the Federal Government for education, fell short of public expectation. The Council would therefore welcome the early establishment, in consultation with the State and Settlement Governments, of Local Education Authorities administering their own education funds within the framework of approved education policy, and empowered to levy Education Rates for the further expansion of education in their areas.

During the year the Malayan Teachers' Training College at Kota Bharu in Kelantan was completed, equipped and staffed. It received its first 150 students, selected from all parts of the Federation, in the month of August. At the same time a further 150 students were selected for Kirkby and arrangements were made for taking over another Training College in the United Kingdom at Brinsford in Staffordshire. Plans were approved for one more Training College to be built in the Federation at Penang. Her Majesty's Government has promised to meet the capital cost of this Training College under the Colonial Development and Welfare Scheme.

The first school to be planned and built as a National school was opened by His Highness the Sultan of Selangor in October at Petaling Jaya, a satellite town near Kuala Lumpur. At this School the major subjects of the curriculum are taught through the medium of the English language. All pupils will learn Malay, and Kuo Yu and Tamil are taught to those Chinese and Indian children whose parents desire it.

Another school to be the first of its kind was the English medium school built in Bedong New Village in Kedah by the Bedong Local Council with the aid of Government funds, a special grant being made by the Board of the Education Development Fund.

The Education Development Fund Board, of which the Member for Education is the statutory Chairman, are appointed under the provisions of the Education Development Fund Ordinance, 1953, and are the trustees of the Education Development Fund into which are paid the proceeds of the licence fees collected under the Registration of Businesses Ordinance, 1953. In 1954, the first full year of existence, the Board held four meetings, in January, May, August, and November. Allocations made by the Board in 1954 for projects, most wholly new but a few continuations from 1953, totalled \$975,000 for Federal, and \$2,512,000 for State and Settlement projects. The Board continued, in making allocations, the policy of concentrating on the extension and improvement of teacher training facilities and the extension of the National school system.

At the end of the year investigation was being made into the possibility of using prefabricated buildings for schools with the dual object of obtaining cheaper but adequate buildings and greater speed of construction.

The total amount paid into and accrued due to the Fund from its inception up to the end of the year was \$10,394,541 (business licence fees \$10,361,798, and the balance miscellaneous income). The total amount allocated to projects and appropriated to administrative expenses by the Board in the same period was \$11,177,237 (projects \$11,166,865, administrative expenses \$10,372). The total amount actually expended on projects as at 31st December, 1954 was \$1,864,408.

A survey of educational provision and needs was made during 1954 by Mr. I. S. Falk, Social Service adviser to the International Bank Mission, whose special concern was the investigation of the Education Department's activities. The Mission's report is expected in its final form in 1955.

Miss F. H. Gwilliam, Assistant Educational Adviser to the Secretary of State for the Colonies, made an extensive tour of the Federation in the early months of the year. Miss Gwilliam's primary interest was in the provision made for the education of girls, in all forms of youth work for girls and in adult education for women.

There were 4,530 schools of all types in the Federation in 1954. The number of pupils attending these school passed the 800,000 mark in the early part of the year, but there was some wastage and the figure at the



end of September was 796,434. A breakdown of that figure is shown in the following table:

Medium of instruction in the principal subjects	PUPILS			
	Schools run by Government or Grant-Aided		Unaided Schools	Total
English ... ..	114,578	...	43,907	158,485
Malay ... ..	349,483	...	100	349,583
Chinese (Kuo Yu) ...	223,033	...	28,091	251,124
Indian Languages ...	43,969	...	592	44,561
Total ...	731,063	...	72,690	803,753

The enrolment in the schools teaching through the medium of the English language was, of course, not confined to any one racial group. The distribution by percentage of the pupils in those schools did not, however, reflect the distribution of population in the country. The enrolment was 25 per cent. Malays, 51 per cent. Chinese, 21 per cent. Indians and 3 per cent. others, including among the "others" the Eurasian community which regards the English language as the mother tongue. The figures for unaided schools are of interest and suggest that the necessarily higher fees for unaided schools are most readily paid by parents who desire an English education for their children.

The figures for numbers of schools are given below, but their interpretation is not easy, and they should be read in the light of the enrolment figures given above, because one "school" may be a single classroom accommodating 20 pupils or it may be a major primary and secondary school with over 1,000 on the roll.

	English medium	Malay	Chinese	Indian	Total
Government Schools	109	1,618	3	34	1,764
Aided Schools ...	84	466	913	840	2,303
Unaided Schools ...	162	2	320	20	504
Total ...	355	2,086	1,236	894	4,571

By the end of 1954 there was no New Village with more than 400 inhabitants whose children could not attend a school within easy walking distance of their homes. Most of the New Village schools were within the villages themselves, but in some cases where the New Village was adjacent to a town containing an established school the special funds for New Village education enabled the existing school to extend its premises to cater for the children from the village. The Department of Education continued the scheme for training teachers for these schools. A number of the New Village schools were managed, and managed well, by Local Councils, and many were so staffed and

equipped as to qualify for grant-in-aid under the normal salary-contribution scheme instead of on the special scale devised for New Village schools.

New developments in education were strictly limited as a result of the general financial stringency, but despite a reduction in the amount of the Government grant the Adult Education Associations continued to function satisfactorily throughout the Federation, and the value of their effort was demonstrated by the results of the annual Government examinations for adult English classes, to which Association candidates were admitted for the first time. Even more remarkable as evidence of healthy activity was the Broadcast Literacy Campaign launched on 11th September, an experiment in which the Associations, the Department of Broadcasting and the Department of Education were jointly concerned.

Though it is too early to assess the results of this scheme it can scarcely fail, as the first attempt of its kind ever made, to be of interest to literacy workers the world over.

#### VERNACULAR SCHOOLS

##### *The Malay Schools*

The history of Malay Schools goes back nearly a century and a half. They have always given free education and have always been open to children of any race, though the number of children of other races than Malay attending them has never been significant. They give a primary education through the medium of the Malay language and are designed for the 6-12 age group.

Although no Malay children of the right age for admission were turned away from the Malay schools the rising graph of enrolments in these schools showed signs of beginning to level off, as is shown by these figures,

##### Numbers of pupils in Malay Schools

Year				Enrolment
1946	...	...	...	137,338
1952	...	...	...	304,954
1953	...	...	...	336,311
1954	...	...	...	349,583

The enormous increase in enrolment since the war, the result of the Malays' awakening to the vital importance of education, has created serious problems. There are still more untrained or incompletely trained teachers in the Malay schools than there are trained teachers. When it is considered that with an expansion of this order there must necessarily be a shortage of instructors properly qualified to conduct training classes and that, with Malay schools often remote from the



nearest possible training centre, the week-end training classes which can be arranged for other types of school which show similar expansion figures are not easily organised, it will be realised that the figure of 5,847 trained teachers out of a total of 12,860 is no mean achievement. A large proportion of them have received their training in the last five years. Of the remaining 7,013 there are 2,157 undergoing training in part-time courses and 3,478 attending classes for pupil teachers.

The teachers in Malay schools are 10,148 men and 2,712 women. Educational experts in many countries to-day consider that women normally make more effective teachers of the youngest children in school than men. Trained Malay women teachers have been most successful, not only in girls' schools but also in the earlier standards in mixed schools. The Department of Education would be glad to see a larger proportion of women making a career as teachers in the Malay vernacular schools as well as in other types of school.

The ratio of pupils to teachers in Malay schools was 27:1. If this could be regarded as meaning that no teacher was responsible for more than 27 pupils all at the same stage of education it might appear that the Malay school teacher's life was fairly easy, but the figures must be considered in the light of the fact that there are many small schools in which it is not possible to maintain the exact ratio. Many teachers thus find themselves teaching fairly small numbers of children in more than one standard while others may have to teach at least 40 pupils. Let the reader imagine himself faced with the problem of staffing the school in a kampong which has the following mixed enrolment of boys and girls:

Standard I—20; Standard II—25; Standard III—20; Standard IV—15; Standard V—10; Standard VI—5,

or the recently opened "*ra'ayat*" school with: Standard I—50; Standard II—25; Standard III—20,

and he will understand some of the problems of Malay school staffing. To maintain a ratio of 27:1, either the pupils in the more advanced, and therefore as a rule smaller classes of the smaller school must lack the undivided attention of the teacher or the larger school must have classes too large for efficient teaching. The answer will eventually be the improvement of communications and the establishment of larger schools at convenient centres which can be economically staffed, but it will take time for that idea to gain favour because it is natural to look upon the village school as something of a family affair—"an ill-favoured thing, sir, but mine own."

Because of the isolated nature of many Malay kampongs regular and frequent inspection of the schools by senior officers of the Department of Education is not easy. There is, as a rule, a Group Teacher, or

Visiting Teacher, in charge of a group of ten or more schools. He is responsible for a certain amount of administration within his group, but as his title implies he is expected to take a hand in the teaching and to help the untrained, incompletely trained and inexperienced teachers when he visits his schools.

Many Malay schools are not housed in permanent buildings. With the very rapid expansion since the war it has been necessary to erect annexes to many schools at the minimum cost. Regional reports frequently mention the disastrous effects of a high wind, but such winds are rare in most parts of Malaya, and the temporary buildings serve until the country's finances permit of the erection of more solid structures in place of the makeshift buildings rendered necessary by unexpectedly rapid expansion. Many temporary buildings, and indeed some good semi-permanent schools have been erected by the Kampong people themselves with the aid of a Government grant. Most Malay schools have an advisory committee of local leaders, and such committees have often rendered most valuable service in erecting, repairing and improving school buildings.

In spite of limited funds some 40 new Malay school buildings, some in replacement of temporary classrooms, were built. The number of quarters for teachers, so necessary in rural areas, was increased in all regions. A particularly interesting development was the erection in many places of special rooms for the teaching of Domestic Science not only in girls' schools but also in mixed schools.

The special programmes for schools which are broadcast by Radio Malaya in Malay, as well as in English, Chinese and Tamil were of particular value to rural schools. An increasing number of such schools listened to these broadcasts on battery operated sets, in many cases supplied or lent by members of the school advisory committee, and they served to reduce the sense of isolation in the kampongs. A good many teachers as well as pupils followed the broadcast English lessons on their own initiative.

Intelligent Malay school pupils who complete the first three or four years of the primary course before their tenth or eleventh birthdays can compete for admission to the Malay College or the Malay Girls' College (which are Federal Institutions) or to the special classes of English schools within their own State or Settlement. The special classes give an intensive course in English to enable these pupils, in their third year in the English school, to follow the full normal curriculum with classmates who have been throughout in the English school. In 1954 over 4,000 pupils from Malay schools gained admission in this way to schools which may equip them for admission to a university or may open the way into one or other of the professions.



*The Chinese Schools*

The Chinese educational world is slow to accept any innovation but by 1954 every Chinese primary school which could qualify to do so had accepted the salary contribution grant-in-aid scheme which offered greater security to the teachers and, partly as a consequence of that, a better safeguarding of the children's interests.

Of the 223,033 pupils in Chinese Government and aided vernacular schools, 205,652 were in Primary schools, the first six years of Chinese education. Of these again more than two-thirds—142,288—were in the first three years. Wastage is very considerable. One cause of the wastage must be the fact that there is no age limit in the Chinese schools. 75 per cent. of the pupils in Chinese primary schools were older than the maximum age for pupils in equivalent classes in English schools. In the third year of English education a pupil must be below the age of 10 at the beginning of the year. In the third year in Chinese primary schools in 1954 there were 5,616 pupils under 10 years of age and 35,118 over that age including a surprisingly large number who were very considerably over that age, 1,103 of 15, 358 of 16, 143 of 17, 52 of 18, 11 of 19 and 4 of 20 or more years of age. To some degree, but certainly not to the degree made apparent by these figures, the presence of older children in the Chinese schools may be explained by the development of the New Village schools which catered for the children of formerly remote squatter areas not served by any school. In many cases, however, the fact that so many children go to school late must be attributed to the fact that there is no age limit in these schools. The wastage will continue so long as pupils reach an age at which they can obtain employment before they have completed the primary course.

The lack of an age limit must also mean a reduction in the efficiency of the teaching. To take again the example of the third year of primary education, the age range is from 6 to 20 and so wide an age range within one class must inevitably make it more difficult for the teacher to treat his or her subject in a manner suited to the interests of the individual pupils.

There were 6,570 Chinese teachers employed in these schools, 4,091 men and 2,479 women. The majority were teaching in schools aided under the salary contribution scheme with the Government grant paying half the initial salary of the teacher and annual increments, the balance being met from school fees which are controlled under the conditions of entry to the scheme. The grant meets the whole salary and increments of teachers of English and Malay.

Teaching standards improved as a result of the programme of teacher training examined elsewhere in this chapter, and the content of

instruction came closer to that in other types of school as, with revised textbooks available for all Chinese primary schools it became possible to follow the new syllabuses prepared by the Textbooks Committees. These Committees, the General Textbooks Committee and the Textbooks Advisory Committee for Chinese schools continued their work throughout the year. As a result there were ready for use in 1955 in Lower Primary classes, the first four years of the Chinese school, series covering Kuo Yu (Chinese language), Civics, Nature Study, Arithmetic and Hygiene. For use in Higher Primary classes, the fifth and sixth years, there were available Kuo Yu, Civics, Nature Study, Geography and History books.

After six years in a primary school the Chinese pupil can enter a Middle School. Government examinations at the end of the three years' Junior Middle course and in the third year of the Senior Middle course help to maintain standards. In 1954 for the first time the Government Junior Middle Examination included a test in Oral English. The test was optional, but 3,171 out of the total of 3,857 candidates for the whole examination offered Oral English. The Senior Middle examination was taken by 318 candidates. Most of the Middle schools are making serious efforts to improve and increase the teaching of English, and more interest was shown in the possibility of so modifying the curriculum as to make it possible for those who complete the six years' secondary education to emerge with the dual qualification, Cambridge Overseas School Certificate and the Government Senior Middle Third Year certificate, giving the product of the Chinese Middle school prospects of further education or employment formerly unattainable.

265 classrooms were built for Chinese schools by subscription during the year. This number does not include classrooms built for Chinese New Village schools. Many were in replacement of temporary or unsatisfactory accommodation already in use. A number of schools built or adapted suitable rooms for science teaching, and a few special rooms were equipped for the teaching of Domestic Science, a subject whose value is beginning to be appreciated by the Chinese schools.

### *The Indian Schools*

The majority of the schools teach through the medium of Tamil. Of the 894 Indian schools, 34 were Government schools, in most of which it was possible to make arrangements for the teaching of English and Malay as well as Tamil. The average number of pupils in the remaining schools was less than 47. Many of the non-government schools were estate schools, provided by the owners of the estates and managed by the estate managers. Government grant-in-aid met the whole cost of the teachers' salaries and allowances. The estate school, often a single-teacher school for twenty to thirty pupils, cannot economically employ



a teacher of English except on a part-time basis. Since many of them are remote, even the part-time teacher of English is at present out of the question.

Of the 1,629 teachers in Indian schools, 1,377 were men and 252 were women. 828 were trained teachers. The steps which are being taken to increase the number of trained teachers in these schools are set out in the section of the training of teachers. The high proportion of men teachers is explained in part by the existence of so many remote single-teacher schools. Where women teachers are employed they are often most successful with small children and they are able to teach the girls sewing, singing and “ Kollatum ” (Indian Folk Dancing).

Relations between the Department of Education and the Managers were good. The schools were regularly inspected by Assistant Inspectors of Vernacular Schools who reported that many estate managers took a great interest in their schools. Through the co-operation of the managers it was made possible for quite a high proportion of the schools to listen to the school broadcasts in Tamil specially devised by Radio Malaya to broaden the school curriculum. Managers also took an interest in the outside activities of the pupils, and in many cases were able to arrange transport to take competitors to inter-school sports meetings, teams to play neighbouring schools, Wolf Cub packs to rallies, and so on.

Three new schools on estates were built during the year and one Government school. One fine new school of six classrooms was built by an Indian philanthropist in Perak.

#### *New Village Schools*

Over three hundred classrooms were built for New Villages during the year. Most of the New Village schools are Chinese schools, but there are a number of Malay and Indian schools built for New Villages. The Government grant of \$1,400 per classroom was supplemented in many cases by special additional grants from the Education Development Fund. The buildings, often extensions to existing schools, though inexpensive, were durable, functional and often attractive. The most common type has concrete floors, hardwood uprights, plank walls to about 4 feet with expanded metal above, hardboard ceilings and a corrugated iron roof with wide eaves.

The average age of the pupils in these schools was often high, since many of the people in the New Villages had previously lived in isolated areas where it was not only impossible to protect them from intimidation by the Communist terrorists but also impossible to provide accessible schools.

The standard of teaching rose as a result of the Department of Education's special arrangements for teacher training in holiday

intensive courses, and the equipment of many of the schools improved as the people realised their value and more readily subscribed towards their development.

#### ENGLISH EDUCATION

There was a further increase in the enrolment of the English schools. At the end of September, 1954, there were 158,485 pupils enrolled. 114,578 of these were in the 109 Government schools and the 84 aided schools, while the remaining 43,907 were in the 162 private schools.

Government Grant-in-aid to the aided English schools met the salaries of teachers and other employees on the approved establishment of the school, the employer's contribution to the provident fund, and certain incidental expenses. The education given in these schools, most of which are run by large missionary bodies and teaching orders, the qualifications of the lay teachers employed, and the fees charged are the same as in Government English schools.

Pupils of all races are admitted to these schools. The table below shows the enrolment by races:

			Primary English Schools		Secondary English Schools		Total
Malays	...	...	26,787	...	12,319	...	39,106
Chinese	...	...	56,551	...	23,688	...	80,239
Indians	...	...	25,328	...	9,932	...	35,260
Europeans, Eurasians			2,186	...	1,098	...	3,284
Other Malaysians	...		93	...	75	...	168
Others...	...	...	256	...	172	...	428
Total	...		<u>111,201</u>	...	<u>47,284</u>	...	<u>158,485</u>

Although the number of Malays attending English schools increased it was still low in proportion to the percentage of population. There are not many Malays in the lowest standards because most of these children attend a vernacular school first and are admitted to the English school in the manner described in the section on the Malay schools. Federal Minor Scholarships made English education possible during 1954 for 721 Malay pupils of special promise whose parents' means were insufficient for the purpose of supporting a child at an English school for a full school career. A Federal Minor Scholarship will carry a pupil who makes good progress through to the School Certificate. If his calibre is such as to merit university education, a further Federal scholarship will carry him through VIth Form work to the Higher School Certificate or the University Entrance Examination.

There was a further increase in the number of candidates sitting for the School Certificate in 1954. The examination taken is the Overseas School Certificate of the University of Cambridge Local Examinations



Syndicate. Its standard remains the same as that of any other School Certificate, so that it is acceptable to United Kingdom universities and colleges as part of their matriculation qualifications, but the content of some of the papers is adapted so that the examination tests knowledge specially required for life in Malaya, and an Oral English test is added. There were 3,762 candidates from schools for the 1954 School Certificate Examination, of whom 2,886 obtained certificates. Out of 824 candidates who took the examination privately 347 were successful.

The most successful candidates in the School Certificate examination can enter Post-School Certificate or VIth Form Classes in order to prepare for the Higher School Certificate or the Entrance Examination of the University of Malaya. In September, 1954, there were 507 pupils enrolled in such classes, reduced from 860 pupils at the beginning of the year, owing to pupils leaving for the University or seeking employment.

A slight change of nomenclature of classes reflected a tendency to mark more exactly the division between primary and secondary classes in English schools. The first six years of English education in the primary school are now Standards I to VI. The secondary school classes are now Forms I to V with the VIth Form catering for those who remain at school after passing the School Certificate with the object of qualifying for admission to a college or university.

An experimental test was taken by 47,708 English school pupils with a view to establishing standards for a contemplated Federal examination whose results would enable schools to assess the standard of their own examinations and would help them in judging pupils' suitability for promotion from primary to secondary classes.

11,470 of the candidates were in Standard VI, the top class of the primary school. These candidates ranged in age from 9 years to 16 years. In order to evaluate the results of the Standard VI candidates, the examination was taken by all other non Standard VI pupils in English schools aged 10+ to 14+ amounting to 36,338 pupils. These pupils ranged from Standard III in the Primary school to Form IV in the Secondary school.

Useful information for further research was deduced from the results of the examination, and it has been possible to achieve the main object which was to investigate whether such an examination would establish suitable promotion standards.

The Maxwell Road school in Kuala Lumpur is a pilot project in the development of a form of secondary education suited to the Malayan pupil who has made reasonably good progress in the primary English school but whose special needs are not catered for in the curriculum of the secondary academic English school. Opened in 1953 with 160 pupils,

the school increased its enrolment in 1954 to 541. 396 of the pupils were given instruction in woodwork in the adjacent Techni-Factory and so acquired some practical skill and technical knowledge to supplement their academic studies. Arrangements were made for the opening of a second such school in Kuala Lumpur, and a start on this type of education was made in Penang.

There were 26 Cadet Corps platoons attached to English schools. By the end of the year 184 cadets had passed Part I of Certificate "A" and 47 had passed Part II of Certificate "A." The Cadet Corps platoons were affiliated to Regular Army battalions and received from them a great deal of assistance.

At the Malay College, Kuala Kangsar, work was started on the final phase of the extension scheme. Buildings completed in 1953 were occupied and the number of pupils, all Malays, rose from 381 to 392. VIth Form classes gave pre-university education to 38 Malay boys, many of whom came from schools elsewhere which had no VIth Form classes. The College had a very full programme of recreational activities.

The Malay Girls' College in Kuala Lumpur had an enrolment of 142 pupils, all Malay girls. Domestic Science was taught to the School Certificate standard in addition to the normal subjects of the curriculum. The pupils took part in many extra-mural activities.

There was a marked improvement in the teaching of many subjects in the English schools, notably in Art and Physical Education which are supervised by specialist officers of the Department of Education. Many of the secondary schools added to their instruction in Civics by holding mock elections, and in all the schools every endeavour was made to give a complete education in every sense of the word, to balance classroom "lessons" with a full life of extra-mural activities and to provide opportunities for character building and the development of tastes, sensibilities and skills.

Age limits were strictly, though reasonably applied in Government and Aided English schools, and age range was less even in the private English schools than in some others, as may be judged from the following table:

Ages	Numbers of Pupils							
	Government and Aided English Schools				Private English Schools			
	Primary		Secondary		Primary		Secondary	
Under 6 ...	...	14	...	—	...	1,085	...	—
6 to 12 ...	...	73,952	...	3,699	...	19,194	...	164
13 to 18 ...	...	4,102	...	30,845	...	12,689	...	8,866
19 and over	...	2	...	1,964	...	163	...	1,746
Total	...	78,070	...	36,508	...	33,131	...	10,776



## GIRLS' EDUCATION

The number of girls enrolled in English and Vernacular schools increases year by year, nevertheless they account for approximately one third only of the total school enrolment as is shown by these figures.

		Total Enrolment Boys and Girls		Total Enrolment Girls		Percentage of Total Enrol- ment (Girls)
English Schools	...	158,485	...	53,142	...	34%
Chinese Schools	...	251,124	...	85,258	...	34%
Malay Schools	...	349,583	...	132,007	...	38%
Indian Schools	...	44,561	...	18,772	...	42%
Total	...	803,753	...	289,179	...	36%

Except for the Malays the majority of girls are enrolled in Aided and Private schools as the following figures show:

		Government		Aided		Private		Total
English Schools—								
Primary	...	7,762	...	21,835	...	8,843	...	38,440
Secondary	...	3,099	...	9,496	...	2,107	...	14,702
Chinese Schools—								
Primary	...	416	...	67,459	...	12,405	...	80,280
Secondary	...	96	...	4,531	...	351	...	4,978
Malay Schools—								
Primary	...	131,135	...	—	...	25	...	131,160
Secondary	...	847	...	—	...	—	...	847
Indian Schools—								
Primary	...	2,347	...	16,010	...	317	...	18,674
Secondary	...	28	...	70	...	—	...	98

Since the war parents have realised the importance and value of educating their daughters as well as their sons, and although this is an extremely healthy sign, the rapid increase in enrolment in all types of schools has created many problems. There is an acute shortage of trained teachers and facilities for teaching subjects such as Domestic Science and General Science. In spite of difficulties however great strides have been made in the teaching of Domestic Science, particularly in Malay vernacular schools. It is hoped that in the future the Training Colleges will be able to assist by providing teachers for both these subjects in the Primary school and lower Forms of the secondary schools.

## PHYSICAL EDUCATION

The same up-to-date forms of physical education are increasingly practised in all schools. The specialist Physical Education Officers attached to the staff of the Director of Education gave much time to organising and conducting courses for the training of teachers from all types of school in modern methods of physical education. These courses, though held for the most part in the school holidays, are popular and

have produced notable results in the schools. The eighteen full-time courses run for teachers in 1954, half as many again as in 1953, catered for 698 teachers. 123 teachers of swimming attended life saving courses and gained between them 63 Bronze Medallions, 1 Bronze Cross, 5 Awards of Merit and 8 Life Saving Instructors' Certificates.

1954 saw a steady increase in the quantity of "Essex" type primary school agility apparatus in use in schools. Over 20 per cent. of the Government and Aided English primary schools now have this equipment and teachers trained in its use. It has been introduced experimentally and with great success into selected vernacular schools.

Progress has not been confined to the conversion of the old "P.T." period to physical education on scientifically and psychologically sound lines but is to be observed in school athletics and games, and in many girls' schools where graceful country dancing has been introduced.

During August two Malayan teachers returned from the United Kingdom after completing specialist one-year courses of training at Anstey and Carnegie Colleges of Physical Education. Other Malayan teachers began similar courses.

#### TECHNICAL TRAINING

##### *Junior Technical (Trade) Schools*

These schools are four in number, at Penang, Ipoh, Kuala Lumpur and Johore Bharu. A fifth institution, the Techni-Factory at Kuala Lumpur, specialises in Cabinet-making.

The number of students following each of the available courses will be seen in the following table:

	Penang	Ipoh	Kuala Lumpur	Johore Bharu	Techni-Factory	1954 Total	1953 Total
Radio Mechanics ...	—	—	13	—	—	13	11
Electrical Installation...	24	27	29	—	—	80	82
Machine Shop Practice	130	92	142	57	—	421	433
Carpentry and Building	35	34	35	72	—	176	118
Cabinet Making ...	—	—	—	—	35	35	50
Tailoring ...	—	—	—	28	—	28	29
Plumbing ...	—	—	15	—	—	15	—
Total ...	189	153	234	157	35	768	723

In addition to these regular courses for youths straight from school, the Junior Technical Schools found themselves called upon to arrange courses for Special Constables taking their discharge from the force and seeking trade training before making a fresh start in civilian life, for Malay Regiment personnel in motor mechanics, and, co-operating with the Rural and Industrial Development Authority, in blacksmithy for rural craftsmen and mechanical training and navigation for fishermen.



All schools now have hostels, making it possible to offer places to more pupils whose homes are at a distance.

The instructors and the facilities of the Junior Technical Schools provided another service in the form of evening classes whose purpose was to assist apprentices and other persons employed in trades to improve their methods and to gain theoretical knowledge which might enable them to pass the examinations of the City and Guilds Institute.

In a number of Malay schools special woodwork classes are held, and this particular variety of vocational education was considerably aided and expanded during 1954 through funds provided by the Education Development Fund Board and equipment supplied by Australia under the Colombo Plan. Instruction in this form of training was improved as the result of special refresher courses for woodwork teachers at the Penang and Kuala Lumpur Trade Schools. Each course was of six weeks' duration, and the results were a credit both to the trainees and to the instructors. Refresher courses were also conducted at the Government Techni-Factory for Woodwork Instructors at the Prisons and Remand Homes.

The appointment of officers under the Colombo Plan has had a marked influence on the progress in the Trade Schools, and those local Instructors who attended the Teachers' Training Courses in New Zealand have returned with a new conception of their responsibilities and the realisation that a fresh approach and new methods can produce better results.

All Junior Technical (Trade) Schools were visited by the High Commissioner during the year. His visit to the Penang school was filmed by the Malayan Film Unit and reproduced on the B.B.C.'s Television programme in the United Kingdom.

#### UNIVERSITY AND OTHER POST-SECONDARY EDUCATION

##### *The University of Malaya*

The University of Malaya was established in 1949 as the result of a report on higher education made by a Commission headed by Sir Alexander Carr-Saunders. It is sponsored and financed jointly by the Governments of the Federation of Malaya and of Singapore. Financial assistance has been in the form of recurrent grants and capital grants. Up to 1954 the recurrent grants have been made on an annual basis and the Federation Government has contributed approximately 60 per cent. and the Singapore Government 40 per cent. of the grant. Commencing with the University Financial year 1954/55, the Governments have agreed to allocate grants to the University on a quinquennial basis and to contribute together \$5½ million per annum rising by \$300,000 every

year in the years 1954/55 to 1958/59. The Governments of the Federation of Malaya and Singapore have contributed approximately \$7 million in capital grants to the University and have promised a further \$5 million for future development.

The University is located in Singapore in the buildings of the former Raffles College and King Edward VII College of Medicine to which post-war additions have been made. The Court and Council of the University are statutory bodies constituted under the laws of the two territories. The University is organised in three faculties: Arts, Science and Medicine (including Medicine, Dentistry and Pharmacy).

### *Distribution of Students by Race*

	Arts			Science			Medicine (including Dentistry and Pharmacy)			Total			Grand Total
	M	F		M	F		M	F		M	F		
Chinese ...	115	68	...	88	16	...	300	52	...	503	136	...	639
Malays ...	59	5	...	11	2	...	29	3	...	99	10	...	109
Indians ...	37	21	...	13	4	...	57	7	...	107	32	...	139
Ceylonese	24	12	...	13	5	...	50	8	...	87	25	...	112
Eurasians	8	4	...	5	—	...	7	1	...	20	5	...	25
Others ...	4	4	...	1	1	...	6	3	...	11	8	...	19
	<u>247</u>	<u>114</u>	...	<u>131</u>	<u>28</u>	...	<u>449</u>	<u>74</u>	...	<u>827</u>	<u>216</u>	...	<u>1,043</u>

Of these students 604 (498 men and 106 women) were from the Federation of Malaya; they were distributed among the various faculties as follows:

Arts	...	...	196
Science	...	...	93
Medicine	...	...	315

The Chancellor of the University of Malaya since its foundation in 1949 has been His Excellency the Commissioner-General for the United Kingdom in South-East Asia. The permanent staff comprises the Vice Chancellor and an academic and administrative staff of all races. There are 26 full departments of study. At the end of the year the full time academic, library and senior administrative staff numbered 161.

The University has grown rapidly since its foundation and the early plans for its expansion have had to be completely reconsidered. Plans now under consideration for its future development include the extension of facilities in Singapore and the commencement of University activities in Kuala Lumpur. Included in these plans are a number of residential colleges for students. At present the University library has some 210,000 volumes of which about 130,000 are in Chinese. The Chinese library is one of the largest outside China and Formosa. The most up-to-date storage, cataloguing and microfilming equipment is installed.



*The Technical College*

The Technical College, which is a Federal Government institution, offers three year courses of study in the various branches of engineering. In previous years the students were mostly Technical Apprentices from Government Technical Departments. With the completion of the new Technical College, built and equipped out of a grant of 4.85 million dollars under the Colonial Development and Welfare Scheme, an increasing number of private (non-Government) students is being admitted into the College.

The new College is fully residential with accommodation and facilities for 500 students. In addition to the three-year regular course of study which leads to the Technical College Diploma, special courses of study have been made available to suit the requirements of employers. An Automobile Engineering class for the officers of the Transport Section of the Police Department has been started and 28 officers are undergoing instruction. The Department of Mines has taken advantage of the training facilities offered by the College and has sent eight junior officers of the Department to undergo an intensive one-year course of study. Potential officers of the Technical Armed Forces are also undergoing instruction in Engineering subjects for a period of 18 months after which they should proceed to the United Kingdom to further their studies.

The Technical College is thus playing a great part in the progress of Malaya and the Malaysians by training local men to take up more and more posts in engineering departments and private industrial concerns.

*The College of Agriculture*

The College of Agriculture situated at Serdang, a few miles outside Kuala Lumpur is, like the Technical College, a Federal institution. It forms the Education Branch of the Department of Agriculture, for the training of whose technical staff it primarily exists. It has great advantages in its occupation of buildings designed for the purpose and set in extensive grounds. The College at present provides two courses:

- (a) A Diploma Course of three years' duration given in English and intended in the first place for students training for the post of Agricultural Assistant in the Department of Agriculture itself, though students sponsored by outside administrations, by the Rural and Industrial Development Authority, the Rubber Research Institute, and private students are also admitted. The minimum qualifications for admission are Cambridge School Certificate, Grade I or Grade II, and Federal Government students are recruited by a system of scholarship.

- (b) A Minor Course of one year's duration given in Malay and intended in the first place for training Probationer Junior Agricultural Assistants appointed under the new Schemes of Service in the Department of Agriculture, though Penghulus (Malay Village Headmen), Malay vernacular school teachers from the various States/Settlements, and private students are accepted as far as accommodation will allow.

Both courses give a wide training in practical and theoretical agriculture. The former is carried out in the cool of the morning and on Saturday forenoons. Theoretical work is done in the laboratories and lecture rooms on five days each week. With the co-operation of the Agronomist in charge of the neighbouring Federal Experiment Station, students are given the opportunity of gaining experience in the growing and harvesting of all important field crops, in the operation, care and maintenance of mechanical equipment, and in such processes as palm oil extraction, the manufacture of both Indian and China tea, and the preparation of coffee beans and manilla hemp.

During 1954 the third year students participated in an excursion to padi areas and places of agricultural interest in Malacca, Penang and Province Wellesley, Perak, Cameron Highlands and Tanjong Karang. The Minor Course students spent three days in Malacca in padi work. Instructional tours were organised for all students to nearby places of agricultural interest and local industries.

The general student life of the College is organised and regulated by a Students' Union and Council which functioned smoothly throughout the year. Specific extra-curricular activities including games are organised by *ad hoc* elected committees. A shop to provide the modest necessities of student life is operated on the co-operative principle. The relation between students and staff continued a happy one.

The College was assisted by an Advisory Council consisting of both official and unofficial members.

Fourteen diploma students and thirteen Probationer Junior Agricultural Assistants successfully completed their courses of training in April, 1954 and gained Diplomas and Certificates respectively.

- (a) Total number of Instructors as at 31st December, 1954.

Race		Men		Women		Total
Europeans ...	...	2	...	I	...	3
Malays ...	...	3	...	—	...	3
Chinese ...	...	I	...	—	...	I
Indians ...	...	I	...	—	...	I
		—		—		—
		7	...	I	...	8
		—		—		—



## (b) Total number of students as at 31st December, 1954.

Category	Malays	Chinese	Indians	Total
DIPLOMA COURSE—3RD YEAR STUDENTS				
Federal Scholars ... ..	6	2	3	11
Agricultural Subordinate Major Scholars ... ..	3	—	—	3
Rubber Research Institute Students in training ... ..	1	3	—	4
Singapore Scholar ... ..	—	1	—	1
Assistant Rural Development Officers in training ... ..	2	—	1	3
	<u>12</u>	<u>6</u>	<u>4</u>	<u>22</u>
2ND YEAR STUDENTS				
Federal Scholars ... ..	5	6	2	13
Private Students, Federal ... ..	—	2	—	2
Rubber Research Institute Students in training ... ..	1	—	—	1
North Borneo Student in training ...	1	—	—	1
	<u>7</u>	<u>8</u>	<u>2</u>	<u>17</u>
1ST YEAR STUDENTS				
Federal Scholars ... ..	6	8	1	15
Private Students, Federal ... ..	—	4	1	5
Negri Sembilan State Scholar ... ..	1	—	—	1
Singapore Scholar ... ..	—	1	—	1
	<u>7</u>	<u>13</u>	<u>2</u>	<u>22</u>
ONE YEAR COURSE				
Probationer Junior Agricultural Assistants in training ... ..	10	—	—	10
Private Students, Federal ... ..	2	—	—	2
Malay School Teachers in training...	3	—	—	3
North Borneo Students in training...	2	—	—	2
Brunei Students in training ... ..	2	—	—	2
	<u>19</u>	<u>—</u>	<u>—</u>	<u>19</u>
Grand Total ... ..	<u>45</u>	<u>27</u>	<u>8</u>	<u>80</u>

## STUDY OVERSEAS

A total of 822 students from the Federation who were registered with the Malayan Students' Unit were known to be studying in universities, colleges and other institutions for post-secondary education in the United Kingdom and Eire. This figure does not include the 300 students at the Malayan Teachers' Training College at Kirkby. Government scholarship holders and Malayan Government servants on study leave from the Federation numbered 395, and there were 427





Three-room houses in Malacca

*Housing Trust Schemes*

Three-room houses at Alor Star, Kedah







*left*  
At work on dummy heads

*Dental Nurses in Training*

*below*  
Walking in the grounds of the Penang General Hospital with the dental wing in the background





students following post-secondary courses at their own expense. 47 students on scholarships or study leave from the Federation obtained British degrees, diplomas or certificates at the end of the academic year 1953-54.

The Malay Society of Great Britain and the Malayan Students' Union made steady advances in the scope of their activities while maintaining a happy co-operation with the Malayan Students' Unit, now attached to Malaya House in London.

During the year there were 11 holders of Queen's Fellowships and Scholarships studying in the United Kingdom. These highly prized awards are for post-graduate study. The award of a Fellowship follows successful practice in a profession for some years after graduating from the University of Malaya. The Scholarships are awarded to the University's most successful students. In 1954 one Queen's Fellowship and two Queen's Scholarships were awarded.

Departmental Scholarships enabled students to obtain abroad qualifications and training required by technical and professional Departments of Government and unobtainable within this country. 5 Departmental scholarship holders returned to various forms of educational work during 1954, while 4 other Education Department Scholarship holders were due to return in 1955.

State and Settlement Governments award scholarships for study overseas to their own citizens. The majority of such scholarships are tenable in the United Kingdom and at Commonwealth universities, but some are awarded for Islamic studies at Al Azhar and similar universities.

365 students from the Federation of Malaya were studying at universities and other post-secondary institutions in Australia, for the most part without Government scholarships or bursaries. Their number has justified the appointment of a liaison officer whose primary concern is their welfare. There were also 422 Federation students and pupils in Australian Secondary schools and Technical Colleges.

#### TRAINING OF TEACHERS

##### *Teachers in Malay Vernacular Schools*

The two residential colleges for the full time training of teachers for Malay vernacular schools, the Sultan Idris Training College for men and the Malay Women's Training College were full to capacity throughout the year, the former with 415 men and the latter with 217 women students. The three year course in each of these colleges extends the general education received in the Malay schools and adds instruction in the theory and practice of teaching and in modern methods of education calculated to improve the standards in the Malay vernacular



school. English is taught so that the teachers trained in these colleges should be able to keep up to date by reading professional works in that language dealing with developments in educational techniques.

The two colleges have not been able since the war to produce enough trained teachers to staff the schools with their greatly increased enrolments. To meet the demand for trained teachers created by the Malays' awakened interest in education it was necessary to institute classes for the part time training of teachers, and such classes continued in all States and Settlements throughout 1954. The training is given for the most part at the week ends, but some classes, serving areas of widely dispersed population, take the form of intensive holiday courses. Such part time courses gave training to 2,157 teachers during 1954.

Probationers attend classes on Saturday mornings for not more than three years, after which they enter a college or part time teacher training course.

Refresher courses were organised in a number of centres during the year to help Malay school teachers to keep in touch with recent developments in educational practice, and many States and both Settlements arranged "civics" courses for Malay school teachers to help them in their task as leaders of the citizens of to-day and educators of the citizens of to-morrow. Special courses were also run for teachers of Art, Domestic Science, Handicrafts and Physical Education.

#### *Teachers in Chinese Vernacular Schools*

More than a thousand teachers and students were under training for work in Chinese primary schools during 1954. The majority, 712 students, were undergoing full time training in Senior Normal classes, a two year course following the first three years of secondary education and giving training in the theory and practice of education in addition to extending the academic instruction of the students. Sixteen of the twenty Senior Normal classes were attached to the larger Chinese Middle schools though the Government financed them and the students paid no fees. Four were in the Government's own Chinese teacher training institution, the Green Lane School in Penang, an experiment in Chinese teacher training where many of the students are drawn from the school's own Junior Middle classes.

436 under-qualified teachers throughout the country attended intensive teacher training courses in the school vacations. These intensive courses, designed initially for New Village school teachers but now open to other teachers who lack the professional qualifications necessary for full registration, are held during school holidays in four stages spread over two years. An intensive study of the theory and practice of education and of the Chinese language is supplemented by instruction

in elementary English, Malay, Physical Education, Art, Music and Civics. One State still continued the final year of a three-year week-end training course, attended by 51 teachers. Such week-end classes, formerly the only means of part time teacher training, have now given way to the holiday intensive courses described above. It is greatly to the credit of the teachers, all of whom are fully employed during the school terms, that they willingly devote the major part of school holidays to attending these courses.

Special courses were organised for Chinese school teachers, some of them being with teachers from other types of school, in Domestic Science, Handwork, Art, Music, Physical Education and Folk Dancing.

#### *Teachers in Indian Schools*

No full time training is available in the Federation for teachers in Indian vernacular schools. The part time training course is of three years' duration, the classes meeting at week ends in centres distributed throughout the country in such a way as to enable the teachers, many of whom come from remote estate schools, to attend the classes with the least possible inconvenience compatible with economy of training staff. 436 teachers were undergoing such training in 1954, 122 in 1st year classes, 185 in 2nd year and 129 in 3rd year.

Specialist courses were also arranged for Indian school teachers, and in many regions civics courses were organised, especially for teachers on estate schools, since the estate labour force will often regard the teacher as a leader in matters of citizenship.

#### *Teachers of English in Vernacular Schools*

Courses for the training of teachers of English in vernacular schools were attended by approximately 850 teachers and probationers. The course of week-end training lasts two years and is designed to improve the teacher's own command of English as well as to give him or her instruction in the principles and methods of teaching English as a second language.

A specially selected class of 21 teachers attended an intensive course lasting eight weeks in November and December under the instruction of Mr. John B. Henry, a United Nations Language Specialist on the teaching of English as a second language. The course was held in the newly opened teacher training centre in Kuala Lumpur. The teachers were drawn from all parts of the Federation and returned to their own States and Settlements after the course to take an active part in the training of teachers of English in vernacular schools and to run local courses of the same nature. Mr. Henry's visit was inspiring and extremely valuable.



*Teachers in English Schools*

The Malayan Teachers' Training College at Kirkby in England continued to interest educationists and others in the United Kingdom and elsewhere. There were 300 students in residence of whom 150 completed their training in 1954 and returned to Malaya by aircraft which carried 150 new students on the return flights. Products of the College are now working in all parts of the Federation.

Kirkby's sister College in the Federation, the Malayan Teachers' Training College, Kota Bharu, received its first 150 students in August, 1954. These students are of exactly the same calibre as those sent to Kirkby and will obtain the same qualification. The College is fully residential and will have its full enrolment of 300 students in 1955. The buildings were formally declared open by His Excellency the High Commissioner, Sir Donald MacGillivray, on 11th October in the presence of His Highness Tengku Ibrahim ibni al-Marhum Sultan Mohamed IV, Sultan of Kelantan, and a notable assembly.

There were 1,456 teachers in training, most of them engaged in full-time teaching because of English school expansion, receiving instruction in the theory and practice of teaching and in English language and literature in Normal Classes, 659 in the First Year, 480 in the Second and 317 in the Third and final year of their training. Normal Classes for the training of Primary and Elementary teachers in English schools were started in 1907 as a temporary expedient until an English teachers' training college should be established. Normal Class trained teachers have given and are giving valuable and devoted service in schools throughout the country, but the organisation and staffing of the classes has become increasingly difficult for Chief Education Officers, and overworked officers and senior members of the staffs of English schools lack the time for this specialised task of teacher training. There is a tendency to think that because Normal Class Training proved so successful before the war more teachers could still be trained in Normal Classes. It must be pointed out that the numbers in pre-war days were small and the students were concentrated in large towns. According to the annual report for 1935 for the Federated Malay States there were five third year normal class students and there were only 20 untrained teachers in all the Government and Government aided English schools.

## PHYSICAL CONDITIONS

Although it was possible to increase the number of children in schools of all types, and although a considerable building programme was carried out during the year, overcrowding was still a problem. The demand for English education continued to grow, and almost every available space in English schools was in full use, often for the education

in two sessions of twice the number of children for which the school was built.

The encouragement of open air activities—physical education, youth movements, sports and games—together with the attention of the medical authorities, has maintained a generally satisfactory level of physical health among the great majority of the children. An increase in the dental services to schools was warmly welcomed, and the work in the rural schools of the Red Cross and St. John's Ambulance teams was of the greatest value. Most regional reports record that the general physical condition and the state of the teeth of most children are improving. As a result of the improvement in health attendance figures were better.

#### SOCIAL AND MORAL WELFARE

In the English schools conducted by missions religious instruction is given to children of their own persuasion, and to others whose parents request it, outside the regular school hours. These schools also frequently provide ethical instruction for other pupils not attending the religious instruction. No Muslim pupil is taught a religion other than his own. In Government English schools no direct religious instruction is given, but religious and moral instruction is included in the time tables of Government Malay schools in some areas. In many cases the Malay school buildings are also used for Koran classes in the afternoon.

In all schools great importance is attached to the effect upon character of a properly organised community life, including participation in team games and in the other extra-curricular activities which are found in all types of schools.

Pupils are encouraged to belong to units, which exist in many schools, of such bodies as the Boy Scouts, Girl Guides, Junior Red Cross, St. John's Ambulance Cadets, Boys Brigade, and various religious youth organisations, all of which are independent bodies subject to the control neither of the Department of Education nor of any other branch of Government.

#### ADULT EDUCATION

Returns for 30th September, 1954 showed 3,854 students, including 1,232 women, enrolled in 160 Government evening classes, in 86 of which English was the subject taught. For the nine months ending on that date attendance totalled 243,331 student hours.

Adult Education Association returns for the same date gave a total enrolment of 14,809, including 4,087 women, in 686 classes. Attendance for the nine-month period amounted to 958,871 student hours made up as follows: English 452,287; Malay Literacy 385,372; other subjects



121,212. The estimated total attendance for the whole year in Association classes was 1,300,000 student hours as compared with 1,550,000 in 1953. This fall in the volume of work done directly reflects the reduction in the Federal Government grant from \$400,000 to \$300,000.

Of this last sum \$256,000 was earmarked by the Associations for expenditure on teaching costs, which on 30th September amounted to \$207,327, the balance being found from student fees which totalled \$80,276. The average enrolment per class was only 21.6 as compared with 26.4 in September, 1953, but average attendance had risen from 82 per cent. to 86 per cent. of the maximum possible. The estimated number of persons made literate in the Malay literacy campaign since July, 1952 was over 40,000.

In 1954 the annual Government examinations for adult English classes were opened for the first time to Association candidates. Of a total original entry of 3,482 Government and Association candidates 2,685 took the examinations and 1,047 passed. As in previous years a large number of Government evening class students took the examinations of the London Chamber of Commerce and the City and Guilds of London Institute.

Considerable interest was aroused by the experimental Broadcast Literacy Campaign referred to earlier in this report. This was the first attempt ever made to give literacy instruction by radio without the assistance of a class teacher. The first lesson was broadcast on 11th September and final assessment of results must await the end of the course but it is already established that illiterates can be taught to read and write in this way. As in 1953 the British Council rendered valuable service by running a number of short training courses for teachers of Association English classes. Closer co-ordination of work in the field of English teaching was made possible by the establishment in May, 1954 of the Joint Adult English Classes Advisory Committee, representative of the Department of Education, the Adult Education Association, Federation of Malaya, and the British Council.

## Part II

### HEALTH

#### ADMINISTRATIVE ORGANISATION OF MEDICAL SERVICES

The administrative organisation of the Medical and Health Department remained unchanged in 1954. Medical Headquarters, situated in Penang from July, 1949 returned to Kuala Lumpur in July, 1954 to a new office in Federal House.

The Director of Medical Services, with his Deputy and two Assistant Directors, is responsible to the Member for Health for all matters of

policy, and to the Chief Secretary, through the Federation Establishment Officer, for staff and personnel.

Medical Headquarters, however, controls directly certain functions such as Research, Stores, Special Diseases (Mental Diseases and Leprosy), Quarantine, Transfers, Promotions and Training of Staff and in addition is responsible for the functioning of the two large Federal Hospitals at Malacca and Penang.

Each State and Settlement is responsible for its own Medical and Health Services, but work is co-ordinated and planned with the assistance of Medical Headquarters which advises in accordance with the policy of the Member for Health.

#### GENERAL HEALTH

The general health of the population continues to show a steady improvement. The country has been free from dangerous infectious diseases such as plague, cholera and smallpox. All towns and the great majority of villages are protected from malaria, the incidence of which continues to decrease.

The emphasis on rural health development continues, and plans for a comprehensive Rural Health Scheme have been formulated in all States and Settlements. A Rural Health Training Centre at Jitra, Kedah, Northern Malaya is almost completed and will function next year for the training of Rural Health Teams.

With the aid of Colonial Development and Welfare Funds, Rural Health Centres in various States have been planned and these will be erected next year.

Complementary to the work of the State and Settlement Medical Departments in the rural areas are the clinics and travelling dispensaries operated by Nursing Sisters of the British Red Cross Society and the St. John Ambulance Association together with those of various missionary organisations.

#### THE PREVALENCE AND MORTALITY ARISING FROM THE PRINCIPAL GROUPS OF DISEASES

There were no cases of dangerous infectious diseases reported during the year but one imported case of cholera was notified among the deck passengers ex S.S. Santhia from Calcutta. The contacts and the case were transferred to the Quarantine Station, Pulau Jerejak, for observation and treatment. No fresh cases occurred.

##### *Malaria*

The incidence of malaria has reached even lower levels than 1953. There was an all round decrease in every State/Settlement except Trengganu which showed a slight increase.



The number of cases admitted in Government and Estate Hospitals was 9,695 with 111 deaths compared with 12,716 cases and 163 deaths in 1953. Comparative figures are given in this table:

Year	Admission to Government and Estate Hospitals				Deaths	Case Mortality per cent.		
1947	...	...	...	22,281	...	736	...	3.3
1948	...	...	...	15,477	...	428	...	2.8
1949	...	...	...	14,663	...	315	...	2.1
1950	...	...	...	11,720	...	236	...	2.0
1951	...	...	...	15,960	...	244	...	1.5
1952	...	...	...	14,115	...	192	...	1.4
1953	...	...	...	12,716	...	163	...	1.3
1954	...	...	...	9,695	...	111	...	1.1

It is too early to assess the cause for this improvement but it is highly probable that the widespread use of Paludrine and residual spraying of houses with DDT in New Villages and kampongs have played some part in the reduction of reported cases.

There is the tendency, however, for complacency in this respect, to be engendered, on account of the continued fall, with a relaxation of traditional preventive measures.

### *Yaws*

As a result of a yaws survey conducted under the auspices of the World Health Organisation in Kelantan and Trengganu an anti-yaws campaign was inaugurated in April, 1954 under the control of a Health Officer who with a W.H.O. "Fellowship" had studied methods used in Indonesia, Thailand and the Philippines. Satisfactory progress is being made and considerable areas of these States have been covered.

The following is a summary of work done up to the end of the year:

(a) Total estimated population covered	...	...	...	120,323
(b) Total population examined	...	...	...	94,831
(c) Total number of yaws cases diagnosed	...	...	...	24,633
(d) Total cases treated	...	...	...	23,795
(e) Total number of contacts treated	...	...	...	3,045

### *Enteric Fever*

The total number of enteric fever cases reported was 899 with 70 deaths as compared with 809 cases with 76 deaths. This disease is endemic in Malaya.

An outbreak of 50 cases of enteric fever occurred in the town of Kuala Trengganu in the middle of the year. The sources could not be ascertained. The outbreak was brought under control and half the population were inoculated with T.A.B. Vaccine.

*Meningococal Meningitis*

The incidence of Meningococal Meningitis was again insignificant. There were only 8 cases on record during the year and the number of deaths was 2.

*Poliomyelitis*

There was a slight decline in the incidence of Poliomyelitis. One hundred and twenty-eight cases were reported with 8 deaths. The corresponding figures for 1953 were 133 cases with 13 deaths.

*Diphtheria*

One thousand five hundred and thirty-five cases of diphtheria occurred throughout the Federation. The incidence was sporadic and there was no outbreak in any particular area but increased cases were reported in Penang, Perak, Selangor and Johore.

Immunisation campaigns against diphtheria were carried out in most of the towns, villages and kampongs throughout the States/Settlements, but the number of children protected is still well below that required to affect materially the incidence of the disease.

*Dysentery and Diarrhoea*

Dysentery and diarrhoea are not notifiable diseases. Hospital statistics show admissions as 8,061 with 998 deaths. Gastro-enteritis of a relatively mild degree but of wide extent was introduced into Perlis and Kelantan from Thailand and dissemination occurred through primitive sanitation. There was also a minor outbreak in Chegar Perah, Pahang.

Immediate steps were taken to bring the outbreaks under control. Symptoms of the disease were characteristic in all cases and cases responded well to treatment.

These outbreaks although not serious in themselves, serve to show how vulnerable the isolated rural populations still are to water-borne infection.

*Tuberculosis*

Tuberculosis is one of the most important medico-social diseases in the Federation. The increasing use of diagnostic X-Ray facilities confirms the high incidence of this disease. 6,451 cases were admitted to Government hospitals for pulmonary tuberculosis with 956 deaths as compared with 5,847 cases with 968 deaths in 1953.

It is difficult to ascertain to what extent this disease exists among the general population and how far it is really responsible for the deaths as a high population of deaths outside the hospitals are not certified by medical practitioners. There is continued pressure on all available tuberculosis beds which now number about 3,000. Many beds are



occupied by chronic and incurable cases which hamper the admission of early and treatable cases.

The Malayan Association for the Prevention of Tuberculosis is interested in this problem and it is hoped that through their efforts further sanatoria for the chronic cases will be provided.

The erection of the Lady Templer Hospital for tuberculosis is now proceeding on the outskirts of Kuala Lumpur. This hospital will have a capacity of 250 beds when completed and will accept treatable cases of tuberculosis only. It will provide a modern centre for the studying of the disease and its treatment.

The B.C.G. Campaign, started in 1951, continues throughout the Federation. In 1954, 109,129 persons were tuberculin-tested and, of these, 50,024 received B.C.G. Vaccinations. In addition 12,105 new born babies were vaccinated.

*Diseases causing high morbidity. Annual number of cases of deaths.*

		Total cases in Govt. Hosps.		Deaths in Govt. Hosps.		Mortality Percentage
Pulmonary Tuberculosis ...	...	6,451	...	956	...	14.82
Venereal Diseases ...	...	1,212	...	74	...	6.11
Dysentery ...	...	2,079	...	66	...	3.17
Malaria (Positive cases) ...	...	5,824	...	92	...	1.58
Pneumonias ...	...	4,560	...	1,212	...	26.58
Other respiratory diseases ...	...	17,644	...	190	...	1.08
Diarrhoea and enteritis ...	...	5,982	...	932	...	15.58
Pyrexia of unknown origin ...	...	4,605	...	106	...	2.30
Injuries due to external causes ...	...	25,382	...	698	...	2.75

DESCRIPTION OF MEDICAL AND HEALTH SERVICES AND THEIR POLICY

No major change in medical and health policy has occurred. The emphasis on expansion of health services in the rural areas continues, and with the development of social and health services in the new villages a steady improvement in the health of the villagers is to be expected.

Specialist facilities are available at all the larger hospitals, but there remains a shortage of Radiologists, Anaesthetists and Pathologists. Many of the general duty officers are medical officers on 3 years contract and these contracts are now expiring or about to expire, and the medical staffing position is again giving rise to acute anxiety, as the rate of recruitment of newly qualified local medical graduates is insufficient to fill the vacancies now occurring.

The Specialist Unit System, with the employment of resident house doctors carrying out the statutory twelve months period before full registration as medical practitioners, continues at the hospitals in Penang, Ipoh, Kuala Lumpur, Malacca and Johore Bahru. Modern Hostels, each accommodating 10 or 12 house doctors, have been built

at Penang, Kuala Lumpur and Malacca Hospitals, one is nearing completion at Johore Bahru Hospital, and another will shortly be built at Ipoh Hospital.

Pressure on out-patient departments of all hospitals continues and is increasing. Plans for modernised and improved out-patient departments of larger capacity are on hand in several of the States, but shortages of medical and ancillary staff may hinder development in this direction. This shortage, particularly of nurses, will, if not speedily overcome, result in a reduction in the present hospital and health services, as the serious situation is arising in which there is not adequate staff in the hospitals to undertake the training and supervision of new recruits, even if they are forthcoming. This in turn is also hindering development of the rural health services as further trained staff cannot be spared from hospitals without increasing the difficulties of training even further.

#### URBAN HEALTH AND PREVENTION OF DISEASE

The work in urban communities is carried out by Town Boards and Municipalities, which employ their own staff. In the Town Boards, the health staff is paid by the State or Settlement Government, while in the Municipalities, the system is different in that these are independent of the State Government and control their own finances and employ their own staff. Malaria control in these areas is carried out by special groups of staff working under the control of the Health Officer. Water supplies for towns are sampled regularly and food inspection carried out by the Sanitary Inspectors. Housing and town planning is looked after by special committees in each local authority area.

#### HOSPITALS

No significant expansion of hospitals has occurred during the year, and the need for rebuilding of many of the larger hospitals remains. The majority are old buildings with out-of-date kitchens, laundries, and ancillary services, and some still lack water-borne sanitation. Funds have been sought from Colonial Development and Welfare sources for a new 500 bed Federal Hospital in Kuala Lumpur and replacement of the existing hospitals in Ipoh, Taiping and Seremban with up to date hospitals. With the increasing cost of hospital construction and the scale on which this is required in the Federation, the only hope of major rebuilding during the present period of financial stringency is that funds will be forthcoming from outside sources.

The block system for the training of nurses continues. Recruitment of student nurses remains unsatisfactory, but it is hoped that with the provision of modern hostels offering better living accommodation some improvement in the position may result.



A large hostel to accommodate 250 student nurses and built from Colonial Development and Welfare Funds is nearing completion in Penang where a new Nurses Training School will be erected in the near future. In addition new nurses hostels to accommodate 40 nurses have been built at Seremban and Malacca, while another is building in Kuala Lumpur and building at Taiping is also about to commence. New hostels for assistant nurses have been built or are building at Batu Gajah, Kuala Trengganu, Port Dickson, Kuantan, Bukit Mertajam and at Muar and Batu Pahat.

#### RURAL HEALTH

The future planning of the Rural Health Services according to a uniform scheme for the Federation has been completed in each State/Settlement. Sites for eight District Health Centres to be provided under Colonial Development and Welfare Funds have been selected and detailed planning is now under way.

The Rural Health Training Centre at Jitra has not been completed but it is hoped that this will be done and training started in 1955.

A Health Visitors Course leading to a local Health Visitors Certificate of the Royal Sanitary Institute has been opened at the Penang Nurses Training School with the assistance of the World Health Organisation which has provided the Sister Tutor. Ten Health Nurses are attending this course.

#### *Rural Health Facilities at the end of 1954*

Static Dispensaries	...	...	...	...	...	172
Treatment Rooms	...	...	...	...	...	7
Mobile Dispensaries	...	...	...	...	...	75
Infant Welfare Centres	...	...	...	...	...	100
Infant Welfare Sub-Clinics	...	...	...	...	...	401
British Red Cross Society in operation	...	...	...	...	...	28
Ladies doing voluntary Red Cross work	...	...	...	...	...	3
St. John Ambulance Association in operation	...	...	...	...	...	22
Mission Stations doing medical work	...	...	...	...	...	15

#### DENTAL SERVICES

The Government Dental Service has achieved another year of steady progress in all its spheres.

At the end of the year the dental staff consisted of one Chief Dental Officer, two Specialist Dental Officers, forty-five Dental Officers, fourteen Dental Housemen, fifty-three Dental Nurses and twenty Dental Technicians.

When the Dental Housemen at present employed finish the prescribed year in this category, the existing establishment for Dental Officers will

be filled. The establishment bears no relationship to the dental needs of Malaya and is still inadequate to treat the 800,000 school children on the register.

Trengganu expanded its dental facilities considerably during the year. A well equipped Dental Clinic was built and commenced treatment in Kuala Trengganu. A Dental Officer was posted to the Dungun-Kemaman area and a Mobile Dental Unit was supplied. Dental Centres in Rural Health Clinics were opened in Simpang Ampat and Tassek Glugor in Province Wellesley. Further School Dental Clinics were inaugurated in Ipoh and Kuala Lumpur and a Mobile Dental Unit was supplied for use on the east coast of Johore. The number of Mobile Dental Units now operating is eight.

There was also a steady increase in the amount of work done. Attendances rose from 300,122 in 1953 to 363,310. The most satisfactory figure is that of teeth saved by filling, this rose from 122,632 amalgam fillings and 12,504 silicate fillings to 145,147 amalgam and 13,868 silicate. It is interesting to note that more than half the amalgam fillings were done by Dental Nurses.

#### *Dental Nurses Training School*

This institution continued to function in a most satisfactory manner. The teaching Staff consisted of one Dental Officer, one Sister Dental Tutor and four Dental Nurses. Dental Officers stationed in the area assisted training by lecturing.

Fourteen Dental Nurses graduated in the year. In addition to other work the pupils and staff of the school contributed substantially to the dental health of Penang by doing 11,198 fillings during 1954.

#### *Dental Technicians Training School*

Two Probationer Dental Technicians completed training during the year. One was posted to Negri Sembilan and one to Trengganu.

The tutor at this school was awarded a scholarship for further study in facio-maxillary and orthodontic appliances. He is studying in Manchester University.

#### *General*

One Dental Officer was successful in obtaining the Diploma in Public Dentistry at the University of St. Andrews; another obtained the Diploma in Orthodontics at Glasgow University.

Malaya was represented at the W.H.O. Dental Seminar held in Wellington, New Zealand, by the Senior Dental Officer, Johore.

The Chief Dental Officer was appointed a Dental Consultant to the same seminar and also served in the same capacity on the W.H.O. Dental Planning Committee in Geneva.



## MEDICAL AND HEALTH STAFF

				Government		Private
				As per Establishment	Staff Employed	
1.	Registered Medical Practitioners	...	...	350	336	380
	Research Medical Officers	...	...	15	14	
	Dentists (Qualified)	...	...	63	57	29
	„ (Registered)	...	...	—	1	523
	Pharmaceutical Chemists	...	...	5	5	
2.	Nurses of Senior training	...	...	1,012	863	
	Partially Trained Nurses	...	...	500	263	
	Assistant Nurses	...	...	547	485	
3.	Midwives (All categories)	...	...	608	538	
4.	Sanitary Inspectors	...	...	176	161	
5.	Laboratory Assistants	...	...	78	72	
	X-Ray Assistants	...	...	30	25	
6.	Pharmacists	...	...	13	6	
7.	Hospital Assistants	...	...	1,182	1,109	
8.	Dental Technicians	...	...	35	20	

## EXPENDITURE ON MEDICAL AND HEALTH SERVICES

*(a)	Recurrent Expenditure for Medical and Health	...	\$50,975,350
*(b)	Capital Expenditure for Medical and Health	...	\$ 2,241,700
(c)	Expenditure for work carried out by other than Public Health Department, including sanitation		Not available
(d)	Proportion of Public Health Expenditure to total expenditure of the territory (based on recurrent expenditure in each case)	... ..	9.8 percent.
(e)	Financial assistance from the Metropolitan Government (Contribution from Colonial Development and Welfare Fund)	... ..	\$ 2,247,072
(f)	Expenditure of missionary and philanthropic organisations	... ..	Not available

## NUMBER OF HOSPITALS, HEALTH CENTRES AND DISPENSARIES

Institution (Government and Private)				Number of Institutions	Number of Beds
I. HOSPITALS					
<i>Government</i>					
(a)	General Hospitals (Institutions equipped to deal adequately with all general medical and surgical beds)			30	8,627
(b)	District Hospitals (Smaller institutions equipped to handle only lighter cases, more severe cases being referred to General Hospitals)	...		38	3,379
<i>Private</i>					
(a)	Estate Hospitals	...	...	120	5,513
(b)	Mission Hospitals	...	...	1	85
(c)	Maternity Hospitals (Chinese) and Maternity Homes	...	...	38	601
2. DISPENSARIES					
	(Institutions for treatment mainly of out-patients)	...	...	172	—

\* (a) and (b) do not include health expenditure by Municipalities, Town Boards and by public employers under the requirements of the Labour Code.

## AS SEPARATE UNITS

## 3. SPECIALISED UNITS

- (a) Maternity and Child Welfare Clinics ... 100 (Main) and 401 (Sub-Clinics), Maternity Hospital, Penang (120 beds).
- (b) Tuberculosis ... Tuberculosis Settlement, Pulau Jerejak, Penang (400 beds).  
Tuberculosis Clinic, Kuala Lumpur (100 beds).  
Tuberculosis Camp, Kota Bahru, Kelantan (66 beds).  
Tuberculosis Camp, Kuantan, Pahang (57 beds).  
B.C.G. Vaccination Unit, Ipoh  
Chest Clinic, Ipoh.  
Tuberculosis Clinic, Malacca.  
Chest Clinic, General Hospital, Johore Bahru.
- (c) Venereal Diseases ... V.D. Clinic, Arau, Perlis.  
V.D. Clinic, Kangar, Perlis.  
Town Dispensary, Alor Star, Kedah.  
Social Hygiene Clinic, Penang.  
Seamen's Clinic, Penang.  
V.D. Clinic (I.W.C.), Taiping.  
V.D. Clinic (Town Dispensary), Ipoh.  
V.D. Clinic (District Hospital), Ipoh.  
Social Hygiene Clinic, Kuala Lumpur.  
Town Dispensary, Seremban.  
Out-Door Dispensary, Malacca.  
V.D. Clinic, Johore Bahru.
- (d) Leprosaria ... Leper Settlement, Sungei Buloh (2,650 beds).  
Leper Settlement, Pulau Jerejak (430 beds).  
Leper Settlement, Johore Bahru (350 beds).  
Leper Camp, Kota Bahru, Kelantan (40 beds).
- (e) Mental ... Central Mental Hospital, Tanjong Rambutan (3,000 beds).  
Tampoi Mental Hospital, Johore Bahru (1,200 beds).

						Number of units	Total staff
4. MOBILE UNITS	...	...	...	...	...	75	75

## SPECIAL INSTITUTIONS

*Leprosy*

Sungei Buloh is the main institution for the treatment of leprosy in the Federation.

At the end of the year the number of inmates was 2,401. There are smaller institutions at Pulau Jerejak, Johore Bahru and Kota Bharu, and the total number of inmates was 896 at the close of the year.

The leprosy treatment has in general followed the lines of the last few years with Diaminodiphenyl Sulphone as the basic treatment for



all cases. No new drugs have proved more efficient but work done in conjunction with Prof. Hale of the Department of Bacteriology, Singapore, has shown that sulphone in conjunction with isonicotinic hydrazide or thiosemicarbazones may be more active and shorten the period of treatment.

One of the great advances is that operation is possible on cases under treatment with sulphones, with healing taking place as in normal tissue. Thus orthopaedic and plastic work are possible and deformities can be corrected before the patient is ready for discharge.

The discharges for 1954 were 440 as against 324 in 1953. This figure is likely to remain fairly constant on a population of 2,400. One inevitable though not unexpected result of sulphone therapy is the increase in the number of decrepit patients varying from the totally bedridden to those who can never earn their own living by reason of deformed hands and feet. Accommodation is gradually being silted up by these cases and in time will interfere with the admission of acute cases unless separate accommodation can be arranged.

Discharges and their after care are an increasing problem. Arrangements are made with their nearest hospital or dispensary for them to continue sulphone injections, but a great deal depends on the patient himself and on his reception.

Work is found for all cases before they are discharged, or they go to the Social Welfare Hostel till work is found.

In two cases this year gangs have gone out together on some project where they are housed and their treatment supervised.

Men are usually more easily placed than women. The Social Welfare Department helps these cases and also investigates all cases of hardship of dependants of inmates.

### *Mental cases*

There are two mental hospitals in the Federation: the Central Mental Hospital, Tanjong Rambutan and the Tampoi Mental Hospital, Johore Bahru.

During the year the general state of health of the inmates of these Institutions has shown no major change. The graph of mental in-patients in the Federation of Malaya shows a steady quasi-linear slope.

At the end of the year the number of inmates remaining was 4,520 (3,558 patients in the Central Mental Hospital, and 962 patients in the Tampoi Mental Hospital) which shows a state of gross overcrowding, and which is potentially dangerous on the grounds of health and administration.

A recent report by Dr. S. McKeith, World Health Organisation Consultant, who visited Malaya in December, 1954, has emphasised that large hospitals such as the Central Mental Hospital, Tanjong Rambutan, are too big to permit effective administration and treatment, and as this state of affairs is likely to get worse, consideration will have to be given at an early date to decentralising mental hospitals into units of not more than 800 beds and the provision of a new mental hospital of 800 beds, together with increased medical staff trained in mental diseases, before any development of mental health clinics to out-patients can be organised.

#### MEDICAL RESEARCH

The Institute for Medical Research is a Federal Institution administered as a branch of the Medical Department. Maintained by the Federation Government, with financial aid from the Governments of Singapore and North Borneo, it receives further support for special work from Colonial Development and Welfare Funds. The main buildings are in Kuala Lumpur where the laboratories are organised on a divisional basis for bacteriology, biochemistry, pathology, entomology, malariology, nutrition, virus diseases, medical zoology and vaccine production, and there are branch laboratories in Perak, Penang, Negri Sembilan and Pahang. Founded in the year 1900 to investigate the diseases of Malaya, the Institute remains primarily a research institution, though a closer integration with the medical services over the years has brought responsibilities for the provision of routine pathological services and the manufacture of biological products.

New laboratories for the study of the diseases of Malaya which are caused by ultra-microscopic viruses have been built at the Institute for Medical Research in Kuala Lumpur. The formal opening of these laboratories in February, 1954, by His Excellency the High Commissioner, was a noteworthy event in the history of medical research in Malaya. The new buildings provide a group of laboratories with workshops, a new library, and a new lecture theatre. The laboratories house the newly-formed Division of Virus Diseases and Medical Zoology, and a research team from the U.S. Army Medical Service and Graduate School, Washington.

#### *Conference on Virus Diseases*

A conference on virus diseases, sponsored by the Colonial Medical Research Committee, was held at the Institute in February, 1954. Attended by experts from Africa, India, Australia, Japan, America, and the United Kingdom, with Professor Buxton of the London School of Hygiene and Tropical Medicine in the Chair, the Conference reviewed broadly the problems of arthropodborne virus diseases in South East



Asia, giving particular attention to the hazard of yellow fever. The recommendations made will be a valuable guide to the course of future work in this important field.

*Yellow fever:* Yellow fever is not known to occur in South East Asia, although domestic mosquitoes, which are efficient vectors elsewhere, are common and widespread. The entry of the virus to this region from Africa or South America might have disastrous consequences. The Colonial Medical Research Committee is actively supporting research on the complex problems involved. This work has now begun.

*Japanese B encephalitis:* The occurrence in Malaya of Japanese B encephalitis, suspected by Cruickshank in 1942, was proved in December, 1951, when an American research team working at the Institute isolated the virus from a fatal case in Kuala Lumpur. Since then, the disease has been closely studied at the University of Malaya and the Institute. Serious disease due to the Japanese B virus does not appear to be common in Malaya, but antibodies against the virus have been found in the blood of a high proportion of the settled population, presumably a legacy of unrecognised infection in the past, and it is likely that the virus has a wide distribution. Antibodies have been found, moreover, in cattle and other animals. The results of investigations suggest that *C. gelidus*, a common culicine mosquito in Malaya, may transmit the disease in the Kuala Lumpur area, a virus closely related to, if not identical with, Japanese B virus, having been recovered from batches of this mosquito on five occasions.

*Dengue:* Though the presence of dengue fever in Malaya has been known for many years, the virus has only recently been identified from local sources. An outbreak in January, involving 21 out of 32 persons resident at the Methodist Girls School, Kuala Lumpur, has been studied. Dengue virus was isolated from three of these cases, but attempts to recover the virus from mosquitoes collected in the area during the epidemic were unsuccessful. No animal reservoir of the disease has yet been identified, but the general survey being undertaken in connection with yellow fever may be expected to yield information on this point.

*Influenza:* An influenza virus of the type A Prime was isolated from a member of the Institute's staff in February. At about the same time, outbreaks of influenza occurred on a number of rubber estates near Kuala Lumpur, where two more strains of the same type were isolated. These strains were all sent to the World Influenza Centre in London where their identity was confirmed.

*Scrub Typhus:* Studies on the identification of the vector mites have continued, and as a part of a comprehensive survey, specimens

have been received for examination from South Africa, the Belgian Congo, Japan and Australia. Strains of scrub-typhus infected mites have now been maintained in the laboratory for fourteen generations, over nearly seven years. Records of the occurrence of both scrub and urban typhus have been mapped for studies on the localisation of this disease.

*Filariasis:* Intensive investigations into this crippling mosquito-borne disease are now in progress in Pahang, centred on the Institute's branch laboratory at Kuantan. This work is aided by a research grant from Colonial Development and Welfare Funds.

*Malaria:* Research in malaria has been largely confined to the treatment of patients in hospital, the resources of the Malaria Research Division of the Institute having been partly diverted to the more complex and less understood problems of filariasis.

The Second Asian Malaria Conference, organised by the World Health Organisation, was held in November, at Baguio, Republic of the Philippines. The Malayan Medical Services were represented by Dr. J. W. Field and Dr. T. Wilson of the Institute for Medical Research.

*Medical Zoology:* Studies of rats and other small mammals provide information basic to our understanding of such diseases as leptospirosis, scrub and urban typhus, and of rodent control. Basic studies on the length of life, carried on during the last six years, have been summarised during the year.

*Antibiotics:* Work in this important field has taken two main lines—an appraisal of resistance to the known antibiotics in the common pathogenic bacteria, and a search for sources of new antibiotics in Malayan moulds of the genus *Streptomyces*. During 1954, some 4,000 strains were recovered from soil and other sources, and 56 strains were sent to antibiotic research stations in the United Kingdom for further study, a considerable effort which will be amply rewarded should any of them prove to be useful in the treatment of human disease.

*Food and Vitamins:* Rice may be artificially enriched with vitamins and minerals, and the nutritive value of ordinary rice may be raised by the addition of this enriched rice in appropriate proportion. The term "Premix" has been applied to rice enriched in this manner. Two potentially valuable supplements are thiamin, and iron, the former to prevent beri-beri, the latter to prevent the common iron-deficiency anaemias. With the co-operation of the rubber planters, the estate doctors and the Supplies Department of the Federation, a limited trial of rice enriched with these two substances is being made on twenty estates in Selangor.



*Nutritional anaemias:* Work on the nutritional anaemias of Malaya has involved the investigation and treatment of some 200 patients in the General Hospital, Kuala Lumpur. Examinations confirm the almost universal incidence of iron deficiency, upon which other forms of anaemia are superimposed.

The Colonial Welfare and Development Committee has made substantial grants to the Institute for the purchase of electronic equipment for radioactive tracer studies.

*Health Education:* Menus and diet scales, as well as explanatory leaflets, were prepared for several Government Departments and a close liaison was maintained with those education and labour authorities working in this important field.

### *General*

An air-conditioned unit for the production of bacterial vaccines was completed early in the year. The new unit, designed to exclude bacterial contamination, provides a continuous filtration of air, extensive dust trapping, and sterilization by ultra-violet light of the main stratum of air over working tables. "Hot-cold" air conditioners produce incubator conditions within the room at the desired temperature (37°C), a useful feature when incubating the hundreds of culture flasks used in the production of large quantities of bacterial vaccines.

## CHEMISTRY

The Department of Chemistry, Federation of Malaya, has two centres, one in Penang the other in Kuala Lumpur. The Department is part of a pan-Malayan Department, the Director of Chemistry and Headquarters staff being stationed in Singapore. The establishment in the Federation of Malaya is:

			Kuala Lumpur		Penang
Chief Chemist	...	...	I	...	—
Senior Chemist	...	...	—	...	I
Chemists	...	...	2	...	I
Laboratory Assistants	...	...	10	...	7
Clerks	...	...	5	...	4

Work is done by the Department for the Police, Health, Public Works and Customs. In addition considerable work is done, both analytical and advisory, for other Government Departments and for commercial enterprises and private individuals.

The forensic work has become increasingly important in recent years both in terms of the number of exhibits submitted for examination and the complexity of the examinations requested. It is of interest that the number of exhibits submitted by the Police in 1947 and 1954 were





## Part III

## HOUSING AND TOWN PLANNING

## HOUSING

The Housing Trust continued with the build-up of a small technical and administrative staff which has grown from eight persons in 1953 to eighteen persons at the end of 1954.

The Trust has solved during the year the problem of obtaining information on the housing requirements of the public by holding exhibitions of house-type models. Such exhibitions have been held in nine towns and a total of 5,640 persons have registered applications for houses.

The Trust adhered to the development policy, formulated in 1953, to use the limited capital available as a revolving fund devoted to the building of houses for sale.

The following construction programme was adopted in October, 1954:

Petaling Jaya	...	...	250 houses
Penang	...	...	205 „
Alor Star	...	...	65 „
Kuala Trengganu	...	...	25 „
Johore Bahru	...	...	150 „
Total			695 „

The lack of sites suitable for housing schemes continued to delay progress. This difficulty was overcome towards the end of the year, when sites were available as follows:

Petaling Jaya	...	...	40 acres
Alor Star	...	...	10 „
Penang	...	...	67 „
Kuala Trengganu	...	...	17 „
Johore Bahru	...	...	27 „

A new problem emerged during the year due to the fact that planning and building in the Federation is still governed by a variety of different enactments and regulations. This made it impossible to use one set of building plans throughout the Federation and much time had to be spent on negotiations and amendment of drawings.

Close co-operation was maintained with the Federal Town Planner in connection with all projects which occurred within areas subject to town planning schemes. The following is a summary of progress:

*Houses completed*

Kuala Lumpur	...	...	120 houses
Malacca	...	...	15 „
Alor Star	...	...	15 „
Total			150 „

*Houses under construction*

Petaling Jaya	...	...	110 houses
Penang	...	...	205 „

Total	...	315 „
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*Houses sold*

Kuala Lumpur	...	...	120 houses
Malacca	...	...	15 „
Alor Star	...	...	6 „
Petaling Jaya	...	...	108 „

Total	...	249 „
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Apart from the activities of the Housing Trust, various Co-operative Housing Societies have continued to build houses for their members and the Rural and Industrial Development Authority has entered the field with projects for rural housing. In addition, there has been a marked increase in private building of dwelling houses all over the country.

## TOWN PLANNING

During the year the Federal Town Planning Department continued to advise State and Settlement local town authorities on land-use planning. This involved the preparation of schemes for thirty-five New Villages and some hundreds of detailed designs for layouts of individual holdings. Work was commenced in preparation of a development plan for Klang and Port Swettenham, which it is hoped to complete early in 1955. The work of State Town Planning Committees continued and proposals were made in regard to regional planning committees to co-ordinate land-use development throughout the country. A considerable amount of town expansion took place in the larger towns, particularly in Penang, and Ipoh, where schemes were prepared for housing by Government and private enterprise and for commercial and industrial development.

The new town of Petaling Jaya, which was designed by the Federal Town Planning Department and is being built by the Petaling Jaya Authority on a site some 6 miles from Kuala Lumpur on the main road and railway line to Port Swettenham, continued to expand. At the end of the year more than 2,200 house lots complete with roads and all services were available, 900 houses had been completed and 300 were under construction; 40 shops had been erected and opened for business. Other facilities already provided include schools, clinics, a cinema, market, bus station and an agricultural station; there are also some buildings for religious bodies. Factories in production or under construction include sawmills, an oil mill, distillery, cannery, and stores and workshops for the Department of Telecommunications. The Malayan Railway had commenced construction of railway sidings and a goods depot, and the preliminary work for a large multi-floored block of Federal Government Offices had been started on the site.



## Part IV

### SOCIAL WELFARE

#### *Administration*

The Department of Social Welfare comes under the portfolio of the Member for Industrial and Social Relations. It has its Federal Headquarters Office at Batu Road, Kuala Lumpur.

In each State and Settlement there is a Social Welfare Officer and in each of the larger Districts, sub offices, in charge of Social Welfare Officers or Social Welfare Assistants.

The Federal Headquarters Administration was allocated nearly 4 million dollars from Federal funds for 1954. Each State and Settlement administration of the department received an allocation from the State or Settlement Government, varying according to the size and conditions of development in the State or Settlement. The total amount allocated was about 1 million dollars. Nearly 1½ million dollars of the Federal allocation was used to maintain Government Welfare Homes and Institutions throughout the country.

General relief work is done on a State or Settlement basis, each State or Settlement providing the money for relief to destitute persons, infant feeding schemes, relief required after fire, flood or other civil disasters. The total amount provided for these items in all States and Settlements amounted to about \$430,000 in 1954. Approximately \$54,000 from Federal funds was spent on relief to dependants of labourers who lost their lives on the Burma/Siam Railway during the war.

In the Federation 9 Children's Homes, 4 Approved Schools, 3 Remand Homes and Hostels, 3 Training Centres and Schools for the Blind, 1 Youth Leadership Training Centre and 9 Old Persons' Homes are maintained by the Federal Department of Social Welfare. There are 27 Children's Homes, one Home for the Blind, 3 Old Persons' Homes, 5 Maternity Hospitals and 36 Youth Clubs run by public voluntary organisations receiving grants-in-aid from the Federal Department of Social Welfare. Some missionary bodies are also receiving grants-in-aid for welfare work in New Villages.

The department is responsible for the collection of dependants of detainees who are repatriated under Emergency Regulations. In conjunction with the Immigration Department cases of distressed British subjects and aliens are investigated.

#### *Blind Welfare*

Early in 1954, the Blind Welfare Officer submitted a report and recommendations on work for the blind in the Federation to the Federal

Government. "Blindness in Malaya" as it is called, had been approved in principle by the Malayan Association for the Blind who were consulted on all matters during its preparation.

The Malayan Association for the Blind continued to work steadily toward the achievement of its first two major objectives; the construction of the Gurney Training Centre completed in 1953 and working to half capacity in 1954, and the building of the Princess Elizabeth School in Johore Bahru. The latter, specially designed as a School for the blind, was completed in 1954. It is based on the cottage system and first reactions of the students are most encouraging.

Registration of the blind continued its slow and laborious progress. The total is now 2,940. As has been said before, registration will never be popular until those registering get some tangible benefit.

For the rest, experiments were carried out in poultry keeping and shop-keeping for the blind in rural areas. It is too early yet to see what the outcome will be.

At the end of the year there were 60 children at the Princess Elizabeth School; 22 blind trainees at the Gurney Training Centre and 5 blind workers at the Blind Scheme, Negri Sembilan.

### *Children's Services*

During 1954 the work of the Children's Section of the Social Welfare Department, which had been established in two States in 1953, continued to increase and by the end of the year some 1,500 cases concerning children had been dealt with. One of the biggest tasks continued to be the Registration and Supervision of Transferred Children, under the 1947 Children and Young Persons Ordinance, and 175 children were registered during the year in these two States.

Over 700 children were cared for in Federal Institutions, of which six are Homes for children only. A new Children's Home to accommodate 180 children of 0-17 years was started in Johore and the building will be completed early in 1955.

The work of training staff for the Children's Services continued; a trained Children's Officer from England was appointed and an Asian Children's Officer was sent to U.K. for a year's further training. A Training Course for Matrons and Assistants Matrons from Federal Children's Homes was held in August, 1954, and a further Course will be held in February, 1955.

### *Probation and Approved Schools Services*

Increased demands were made upon the Probation and Approved Schools Services during 1954. The number of Probation Officers increased by 3, which made possible the posting of two officers to act



as Prison Welfare Officers. During the year Adult Probation work was also undertaken on a much larger scale. The number of cases actually dealt with throughout the Federation and in thirteen judicial areas was:

#### Court Work

Children and Young Persons	...	...	...	1,943	
Adult Pre-trial enquiries	...	...	...	704	
Prison Enquiries and persons assisted	...	...	...	577	
Miscellaneous Cases	...	...	...	217	
				<hr/>	3,441

#### Probation

Cases on Probation	...	...	...	...	274	
Cases on Licence	...	...	...	...	204	
Cases on after care	...	...	...	...	171	
Cases on Voluntary Supervision	...	...	...	...	95	
					<hr/>	744
Chinese	...	...	...	...	346	
Malay	...	...	...	...	255	
Indian	...	...	...	...	140	
Others...	...	...	...	...	3	
					<hr/>	744

#### Committals

To Approved Schools	...	...	...	...	196	
To Henry Gurney Schools	...	...	...	...	91	
To Prison	...	...	...	...	4	
					<hr/>	291

#### *Approved Schools*

One Senior Approved School, one Junior Approved School, one Approved (camp) School and a Girls' Approved School, with total accommodation for 460 persons continued to operate.

#### *Remand Homes and Hostels*

Two Remand Homes and Hostels, in operation prior to 1954, continued to function. A new Remand Home and Hostel has been built, and opened, in Johore Bahru. Sites for similar projects have also been obtained for Homes in Penang and Malacca.

#### *Training*

Two refresher courses for Probation Officers were arranged in conjunction with the University of Malaya. One half of the officers attended the University from the 12th-18th September, 1954, and the other half attended from the 3rd-9th October, 1954.

One Probation Officer, Che Adnan bin Haji Abdullah, passed the final examination for the Certificate in Social Studies at Nottingham University. He is taking further practical and theoretical training with the Probation Branch, Home Office, London.

## YOUTH SERVICES

*Youth Leadership Training*

Effective and co-ordinated youth leadership training was made possible at the National Youth Training Centre, Morib. The Centre, used formerly as a Rehabilitation Camp for detainees, was transferred back to the Social Welfare Department from the Defence Department as from 1st April, 1954. The training scheme was made possible through the Colonial Development and Welfare Fund.

Eight fortnightly courses (up to 10th January, 1955) were conducted. 278 leaders from all parts of the Federation were trained.

Thirty boys from various Welfare Homes in the Federation are undergoing 9 months' specialised vocational training at the Centre.

Other voluntary youth organisations which utilised the Centre for specialised training were:

(i) Girl Guides.

(ii) Malayan Christian Council (Youth Department) for a camp project.

*World Assembly of Youth*

The Executive Committee of WAY met at the headquarters of the Malayan Youth Council, Kuala Lumpur, before the second General Assembly held as from 18th August at Singapore.

Delegates were conducted on a Federation tour, following the Assembly meeting, by each State/Settlement Youth Council. The tour was sponsored by the Malayan Youth Council; it finished with the Federation Youth rally and dance on August 29th and September 1st, held at Kuala Lumpur.

Youth work in general was greatly encouraged following the WAY Assembly meetings.

*Burma/Siam Relief Scheme*

This Scheme was started in 1948 to help deserving cases of dependants of labourers who died on the Burma/Siam Railway during the Japanese Occupation. The number of beneficiaries under the Scheme on 1st January, 1954 was 946. All these cases were re-examined during the year and as a result 448 cases were struck off the register as their economic circumstances had improved and they were found to be no longer in need of assistance. The number of beneficiaries on the register on 31st December, 1954 is 498.

Relief in cash and kind to some of those in need continued to be paid through State and Settlement Welfare Offices. Approximately 33,000 cases were investigated throughout the Federation. Over \$350,000 was spent on relief in cash or kind for individual persons and families.



*Case Work*

Most Social Welfare Offices throughout the Federation carry a heavy case load. The public is becoming increasingly aware that the Department is there to help them over difficulties and to give advice where possible. Funds from Government sources are limited for this work but Social Welfare Officers work in close liaison with voluntary welfare bodies without whose help very little could be done for many applicants.

In cases where comparatively large sums of money are awarded for Workmen's Compensation or Emergency (Civilian Injuries) Compensation to minors or persons who would normally never handle such large sums, Social Welfare Officers are appointed as trustees. The money is deposited in the Post Office Savings Bank and payments are made over a period conducive to the best interests of the family concerned.

*Flood Relief*

Heavy floods occurred as a result of abnormal rain in the early part of December, 1954. The worst-hit areas were in Johore, Malacca and Negri Sembilan; parts of Trengganu, Kelantan and Pahang were also affected to a much lesser extent. Thousands of people suffered loss of property and crops.

Relief measures were immediately organised in the areas concerned. These were financed from such State and Settlement resources as were available from supplementary funds of \$100,000 provided by the Federal Government, and from a public appeal sponsored by the Straits Times. The latter produced a sum of \$285,000 of which \$258,000 had been distributed up to the middle of January, 1955. Many gifts in kind of food and clothing were also received and distributed. The fund is administered by a Central Relief Committee under the Chairmanship of the Hon'ble Mr. C. Thornton and on which the Chief Social Welfare Officer is the sole official representative. Airdrops of food and clothing were carried out by the R.A.F. to inaccessible areas.

The floods have now subsided and steps are being taken to assess the extent of damage to property and crops with a view to considering what rehabilitation measures should be taken to assist those who have suffered severely from the floods to re-establish themselves. The Federal Government is putting aside an additional sum of \$250,000 for rehabilitation purposes and the balance of the Relief Fund (which is to close on January 15th) together with \$40,000 collected by the Nanyang Press, Singapore, will also be available for this purpose. A rehabilitation scheme is now being worked out by the Chief Social Welfare Officer in consultation with the State and Settlement Governments concerned.

*Emergency*

The Section continued to deal with the collection of dependants of detainees for repatriation to their country of origin. The number of cases dealt with declined from the previous year, corresponding with a decline in the numbers of persons arrested and placed on 17C (Emergency Regulations) Orders.

Relief was given to dependants of detainees under continued detention.

The Section organised supplies of food for victims isolated by floods in Trengganu, Pahang, Johore and Malacca.

## Part V

### ADMINISTRATION OF ABORIGINES

*Re-Organisation and Expansion*

Towards the end of 1953 it became apparent that a re-organisation of the Department and an expansion of its staff were essential in order to meet the additional commitments resulting from the Emergency, and with particular reference to the assistance it is required to give to the Security Forces and the Administration. This was put into effect progressively, as the additional personnel could be recruited and trained, the position as at 31st December, 1954, being as follows:

(a) Federal Headquarters had been re-organised and augmented and consisted of —

- (i) The Adviser on Aborigines.
- (ii) An Assistant Adviser on Aborigines.
- (iii) An Intelligence Section for the collation, evaluation, synthesis and dissemination of intelligence obtained from Aborigine sources and technical supervision of Departmental intelligence activities and training.
- (iv) A "Q" Section to deal with the supply of all goods, including the rations and medical supplies necessary for the implementation of Department of Aborigines tasks, in connection with the jungle Forts garrisoned by the Police Field Force, with the objective of providing protective outposts of the Administration in the main Aborigine areas.

(b) The Deployed Staff consisted of—

- (i) Three State/Regional Protectors of Aborigines, i.e. North Region, Pahang State and South Region.



- (ii) Ten Assistant Protectors.
- (iii) Forty-two Field Assistants deployed, after training, to the jungle forts, places on the fringe of the inhabited areas where there are concentrations of Aborigines, and for duty with Security Force formations operating in Aboriginal areas.

### *The Emergency Commitment*

During the period under review the primary tasks in relation to the Emergency commitments of the Department have been:

- (a) The bringing under Government control of those groups of Aborigines who were known to be under Malayan Communist Party domination.
- (b) The effective retention of that control.

Action by the Department was co-ordinated with operations mounted by the Security Forces and as a direct result approximately 3,500 of the estimated total of 6,000 Aborigines under varying degrees of Communist terrorist domination as at 31st December, 1953, had been brought under Government influence by the end of 1954 and enabled to revert to their normal way of life.

An important factor in the retention of Government influence over Aborigines who have been won over has been the setting up of small trading stores, medical dispensaries and schools for Aborigine children in the jungle Forts.

### *The Aborigine Research Centre*

There has been a steadily increasing demand for the detailed interrogation of selected Aborigine personalities who have been in contact with Communist terrorists operating in the deep jungle areas.

A hospital building, improved ablution facilities, new staff accommodation, a local water supply, a clinic and an office have been provided at the Aborigine Research Centre.

Civics courses have been arranged, the largest catering for 150 Aborigines. These are considered to have been effective as a means of demonstrating Government interest in the Aborigines and as a counter to Communist terrorist propaganda.

### *Education*

The setting up of a school for the children of the Aborigine Field Staff and permanent Aborigine residents at the Aborigine Research Centre has been effective in arousing the interest of visiting Aborigine headmen in the subject of education. In addition, schools have been set up in the jungle forts. As a general policy the children are, in addition to

elementary education, taught to take a pride in their own culture and, although art is not taught as a subject, they are encouraged to develop their creative instincts by the production of typical Aboriginal designs.

### *Medical*

Medical dispensaries have been set up in each of the jungle forts and at the Aborigine Research Centre, and Field Assistants (medical) recruited and trained. These dispensaries have proved to be an effective medium for the education of the Aborigines in the importance of hygiene; an important factor in preventing a decline in the health of a primitive people when they are brought into contact with civilisation.

### *Trading*

Departmental trading activities fall into the following categories:

- (a) Sales to the Aborigines by the shops established in the jungle forts and at the Aborigine Research Centre.
- (b) The sale of Aborigine Handicrafts.
- (c) The sale of jungle produce.

The trading position as at the end of 1954 is that:

- (a) After a loss during the early part of the year a re-organisation, assisted by loans from Government and the Rural and Industrial Development Authority, has resulted in trading for the whole year showing a gross profit of \$6,228.
- (b) The sale of Handicrafts has shown a steady improvement.
- (c) A survey of marketing potentialities for jungle produce is in progress and, so far, indicates that prospects of its successful development are encouraging.

## Part VI

### MUSEUMS

The main Museum events of the year relate to the establishment of State and Settlement museums in different parts of the Federation. In March, the Malacca Museum was opened by the Resident Commissioner; in May, the High Commissioner Sir Gerald Templer opened the Negri Sembilan State Museum; and, later in the year, a temporary Museum was opened in Penang, and a large building was allocated for the permanent Museum when it should be vacated.

The position of these new museums is of peculiar interest. Whereas the National Museum in Kuala Lumpur and the Perak Museum in Taiping are the responsibility of the Federal Government, the others have been founded by local societies with assistance from the State and



Settlement governments and are run by independent bodies established by local statutes. The Malacca Museum Enactment is a good example of this tendency, and similar enactments have been prepared by the other States and Settlements. The Museums Department gives expert assistance in display and purchase of specimens, and supplies some of them for these establishments. However they are local museums in the true sense of the word. They limit their exhibits to the local culture, history and natural history of their respective regions, and are dependent for their being on the interest of local historical and nature societies. It is extremely interesting to visit these museums since they are so different from one another, and reflect the differing interests and culture of the various States and Settlements. Malacca museum, for example, is established in an old Dutch House of the 17th century, which is a beautiful example of the very best type of colonial architecture, and among its exhibits great interest centres on the 18th and 19th century Malacca Chinese products which are a hybrid of Eastern and Western culture as developed in an old established city life. In Negri Sembilan the museum is a Malay Istana or "palace," and the centre of interest in this region is in the Minankerbau Malays who emigrated to this region from Sumatra, and differ in many ways from the Peninsular Malays of the East Coast. The museum building in Penang is a late "Georgian" English courthouse built in the 1820's, and its air of regal splendour is in agreeable contrast with the domestic character of the Dutch House in Malacca.

Besides these activities, with which the Museum Department has been largely occupied in the past year, a series of departmental research projects have been carried out, largely of an archaeological and historical nature. These include the establishment of the character of the prehistoric succession of cultures in Malaya and the international connections of Malaya in historic times.

## Part VII

### TEMPLER PARK

The proposal to start a National Park originated with General Sir Gerald Templer who, when he was High Commissioner, realised the need of an accessible National Park and Botanical Gardens (1) as a means of attracting the townspeople into the country during their leisure hours and instilling into them a love of nature, and (2) to undertake horticultural and natural history research.

In consultation with the Selangor Government a small committee was formed at the end of 1953 which carefully considered the possibilities



*right*

A blind girl learns to  
operate a telephone  
switchboard



*Gurney Training  
Centre for the Blind,  
Kuala Lumpur*

*below*

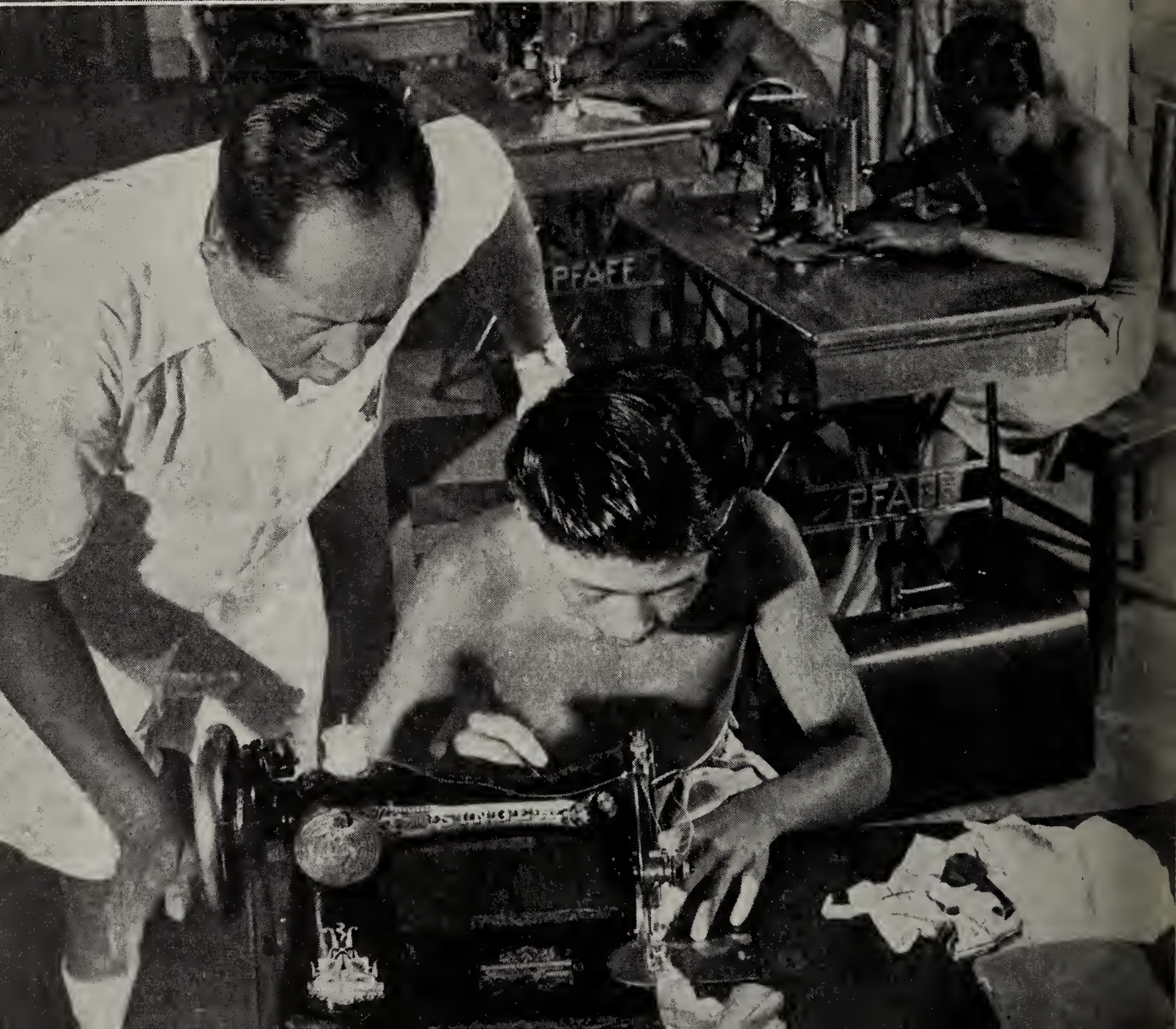
Blind boys learn to  
make baskets







*left*  
Sarong weaving.  
A Malay woman making  
the thread into skeins



*below*  
Youth Leadership  
Training Centre, Morib.  
A tailoring class



of the many alternative available sites. Towards the end of 1953, the Kancking area was decided on as offering the greatest number of amenities and His Excellency, after studying the area from the air on December 29th, 1953, confirmed the choice.

This area comprises some 3,000 acres bounded by the Kuala Lumpur—Rawang Road from the 11th to the 14th milestones on the one side, and the Kancking, Serendah and Gombak Forest Reserves on the remaining three sides. It is an area easily accessible from Kuala Lumpur, rich in natural beauty and of considerable scientific interest. In addition to the rich forest trees which abound, there are among others kapor forests, a quartz ridge, hills, limestone rocks, lakes, clear mountain streams and a few waterfalls in the area.

In January, 1954, at a meeting held at King's House, a temporary committee was formed to work out plans for the development of the area. This committee, greatly assisted by an aerial mosaic of the area, proposed plans to develop the Park in six stages, which were as follows:

#### *Stage I*

An area of 150-200 acres to the extreme west which borders the road between the  $13\frac{1}{2}$  and  $14\frac{1}{4}$  milestones; it includes a small area to the south of the road, and part of Kancking Forest Reserve (including the waterfall) which the State Forest Department, Selangor, have agreed should be considered to be part of the Park. This will probably be the future site of the Botanical Gardens and main buildings. It is proposed to open up this area with paths and plant trees.

#### *Stage II*

A strip of about 150 acres which borders the road between the  $12\frac{1}{4}$  and  $13\frac{1}{2}$  milestones and through which the Sungei Kancking flows. It is proposed in this area to clear some of the secondary growth and plant trees.

#### *Stages III and IV*

These areas, each of about 200 acres, must await completion of mining. It is proposed that these will form the future recreational area of the Park with boating lakes and facilities for other sports.

#### *Stage V*

An area of some 200-300 acres of secondary jungle which will be left untouched for naturalists.

#### *Stage VI*

Some 2,000 acres of high forest of botanical and zoological interest.



On February 27th, 1954, His Highness the Sultan of Selangor, on the advice of the Selangor State Executive Council, approved the reservation and himself suggested that the Park should be named after General Sir Gerald Templer. This land has been given to the Federation of Malaya by His Highness, and steps are being taken by the State Government to gazette the area.

On March 20th, with departmental assistance, a small executive committee was set up and action was taken on the plans of the previous committee.

Rapid progress was made in the development of the area covered by Stage I, paths being cut, streams desnagged, bridges across streams built, a temporary shelter and benches erected and rentices for an avenue cut. This was made possible by willing labour from the Sungei Buloh Settlement, brought out daily by Forest and Agricultural Department's transport, and working under supervision of staff of the Forest Research Institute, Kepong, by assistance of the staff of the District Forest Office, Rawang, and by the labour and staff of the State Drainage and Irrigation Office who desnagged the Sungei Kanching and side streams.

The Park was officially declared open on the 19th of May when General Sir Gerald Templer, in the presence of H.H. the Sultan of Selangor, the Tengku Ampuan and a large gathering unveiled a bronze plaque, made in the Malayan Railways workshops and kindly presented by the Malayan Agri-Horticultural Association. Trees were planted by His Excellency the High Commissioner (*Michelia alba*—Chempaka puteh), Lady Templer (*Cassia fistula*—Indian laburnum), H.H. the Sultan of Selangor (*Balanocarpus heimii*—chengal), the Tengku Ampuan (*Lagerstroemia flosreginae*—bungor raya), the Mentri Besar of Selangor (*Pterocarpus indicus*—sena, angkana) and the Member for Natural Resources (*Dracontomelum mangiferum*—sengkuang).

Pending the formation of a Board of Trustees, work then continued under the direction of a small *ad hoc* Executive Committee.

During June, July and August, car parking places, a wide earth road from the 13 $\frac{1}{4}$  milestone to link up with the old road from the 14 $\frac{1}{4}$  milestone and a narrow earth road along the Sungei Kanching were built.

The Park, and especially the waterfall and stream area in Kanching Forest Reserve, immediately became exceedingly popular, particularly during week-ends and Public Holidays.

Recent efforts have largely been directed to improving the appearance of the area around the plaque, where His Highness the Sultan of Selangor and the Tengku Ampuan planted their trees, and on the small hillock on the opposite side of the road, where General Sir Gerald

and Lady Templer planted theirs. Many shrubs have been planted, two pergolas built, paths with stone steps made and the grass kept cut. Work on a short avenue has been started from the plaque to the Sungei Kanching in the direction of the limestone rock and another longer one has been planned from the road-side (100 yards to the east of the plaque) for a distance of about 600 yards, also in the direction of the rock. Trees (*Enterolobium cyclocarpum*) have also been planted on both sides of the new road for a distance of about 500 yards (at the point where the road is nearest to the rock) and at both car parks.

Boy Scouts, Girl Guides and Youth Club organisations have all expressed a keen interest in the Park. Members of the Klang Youth Club and of a Kuala Lumpur Boy Scouts' Group have each on one occasion assisted in path clearing work in the Park.

The development so far has been made possible by the unstinted efforts of many honorary workers, especially the members of the *ad hoc* Committee, and the co-operation and assistance of the Forest, Agricultural, Drainage and other Government Departments. The Selangor State Government made the invaluable contribution of providing the land, and the Federal Government have assisted in the primary development of the Park, and in providing a small cash grant for immediate maintenance. It is, however, the intention that the Park should be for the benefit of the general public, to be maintained and administered for them. The main contributions for maintenance and further development will have to be made by the general public on whom future progress will thus necessarily depend.





## Chapter IX

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### LEGISLATION AND LEGAL

#### LEGISLATION

During the year 1954 the Federal Legislative Council passed 42 Ordinances. These Ordinances consist of the following:

New	...	...	...	...	...	11
Consolidation	...	...	...	...	...	3
Amending	...	...	...	...	...	22
Extended Application				...	...	1
Repeal	...	...	...	...	...	1
Validating	...	...	...	...	...	1
Supply	...	...	...	...	...	3
						—
						42
						—

Those Ordinances of particular interest are as follows:

(1) The Drainage Works Ordinance, 1954.

This is a consolidating measure to give more adequate control of works in drainage areas.

(2) The Description of Land (Survey Plans) Ordinance, 1954.

The purpose of this measure is to provide for the validity of certified plans for the description or identification of any land when such is required by any written law in place of mates and bounds descriptions.

(3) The Aboriginal Peoples Ordinance, 1954.

The only legislation relating to aboriginal peoples in the Federation was passed in Perak in 1939. This is a comprehensive measure to provide for the protection, well-being and advancement of the aboriginal peoples.

(4) The Police Pensions (Temporary Provisions) Ordinance, 1954.

This measure was enacted to enable reductions to be made in the Police establishment by facilitating the early retirement of police officers.

(5) The Criminal Procedure Code (Amendment) Ordinance, 1954.



This measure effects an important change in trials before the Court with the aid of assessors in the Malay States. Under the new procedure the Court is not bound either to conform with the opinions of assessors or to order a new trial, but may pass judgment as it considers fit. If the Court, in convicting does not agree with the opinions of both the assessors, it is required to forward the record of proceedings to the Court of the Appeal and the record is treated as notice of appeal.

(6) The Election Offences Ordinance, 1954.

With the holding of elections in Legislative Council, Councils of State, Settlement Councils, Municipal Councils, Town Councils and Rural Boards, it is necessary to have legislation to prevent electoral offences and corrupt and illegal practices at elections. This measure provides a common code of electoral practice for all elections.

(7) The Tobacco (Licensing) Ordinance, 1954.

The object of this measure is to provide for the regulation and control of the manufacture of tobacco and of dealings in locally grown tobacco.

(8) The Midwives Ordinance, 1954.

This measure consolidates the law relating to midwives and extends its application throughout the Federation. Previously there was no comparable legislation in force in the States of Kelantan, Perlis and Trengganu.

(9) The Pensions (Amendment) Ordinance, 1954.

With the agreement of the Governments of the Colony and the Federation of Malaya the Malayan Establishment was dissolved on 1st July, 1954, and this Ordinance makes consequential provision for the payment of pensions, gratuities and allowances to officers formerly on the Malayan Establishment who will now be on the Federation Establishment.

(10) The Federation of Malaya Agreement (Amendment) Ordinance, 1954.

This measure amends the Federation of Malaya Agreement, 1948, so as to provide for a partly elected Legislative Council and for other purposes connected therewith.

(11) The Registration of Electors Ordinance, 1954.

This measure provides a common system of registration for Federal, State and Settlement electors.

(12) The Legislative Council Elections Ordinance, 1954.

This measure regulates the conduct of elections to the Legislative Council and in the main follows the provisions of similar legislation in force in other territories.

(13) The Visitor of the Christian Brothers' Schools (Incorporation) Ordinance, 1954.

This measure re-incorporates the Visitor of the Christian Brothers' Schools for the whole of the Federation.

(14) The Rubber Supervision (Extension to Kelantan) Ordinance, 1954.

It was considered desirable that the Federated Malay States Rubber Supervision Enactment should be applied to the State of Kelantan in order that the issue of rubber dealers licences and licences to pack rubber for export should be undertaken by District Licensing Boards. This measure gives effect to this decision.

(15) The Crown Agents (Change of Title) Ordinance, 1954.

This measure gives effect to the new title adopted with the approval of Her Majesty the Queen by the Crown Agents, with effect from 1st April, 1954.

(16) The Petaling Jaya Authority Ordinance, 1954.

Petaling Jaya, the satellite town now being built on the outskirts of Kuala Lumpur, has reached a stage in its rapid growth when it has become desirable to constitute a formal authority responsible for the development of the town area. This measure sets up that authority.

(17) The Offenders Compulsory Attendance Ordinance, 1954.

The purpose of this measure is to provide an alternative method of punishing persons convicted of relatively trivial offences, for which they would otherwise be sentenced to short terms of imprisonment, by enabling the Courts to sentence them instead to compulsory work, to be undertaken outside prison and in their normal leisure hours. This form of punishment would be distinct from, and complementary to, probation, imprisonment or any other form of institutional treatment.

(18) The Town Boards (Amendment) Ordinance, 1954.

This measure gives to the Ruler in Council in a State the power to grant financial autonomy to any Town Board which is ready to enjoy this privilege and also prescribes the objects upon which revenues of such Town Boards may be expended.



(19) The Tin Control Ordinance, 1954.

The purpose of this measure is to enable regulations to be made to give effect in the Federation to the provisions of the International Tin Agreement, 1953.

LEGAL

The authorised establishment of the Legal Department included the Attorney-General, the Solicitor-General, the Legal Draftsman, the Assistant Legal Draftsman, three Senior Federal Counsel and nine Federal Counsel making a total of 16. In addition there was a leave reserve of four.

At the beginning of the year one officer was on leave and during the year six officers proceeded on leave while two returned from leave. Two officers from the Judicial Department were transferred to the Legal Department during the course of the year. At the end of the year five officers were on leave.

Of the available officers, six are stationed away from Headquarters to act as Legal Advisers in the States and Settlements as follows:

Federal Counsel, Johore, stationed at Johore Bahru;

Federal Counsel, Kelantan and Trengganu, stationed at Kuala Trengganu;

Federal Counsel, Kedah and Perlis, stationed at Alor Star;

Federal Counsel, Negri Sembilan and Malacca, stationed at Seremban;

Senior Federal Counsel, Perak, stationed at Ipoh; and

Senior Federal Counsel, Penang, stationed at George Town.

In addition, two Federal Counsel stationed at Headquarters in Kuala Lumpur perform the duties of Legal Adviser, Selangor and Legal Adviser, Pahang, respectively. One Senior Federal Counsel is stationed at Headquarters and there is a full time Deputy Public Prosecutor at Johore Bahru and another at Ipoh.

The Attorney-General, who is also the Legal Secretary, exercises general powers of direction and co-ordination in respect of the following departments:

The Public Trustee;

The Custodian of Enemy Property;

The Official Assignee;

The Registrar of Companies; and

The Registrar of Trade Marks.

Due to the general improvement in the Emergency situation, work concerning the Emergency has declined slightly. Crime, on the other hand, continues to remain at normal level and consequently the duties of Public Prosecutors have not lessened to any appreciable extent. The work of the Legal Draftsman and the Assistant Legal Draftsman has greatly increased mainly on account of legislation introducing elections to the Federal Legislative Council and to the State and Settlement Councils.

The Attorney-General, as Legal Secretary, is responsible for the deportation of persons under the permanent banishment laws. During the year 89 persons were banished and 67 dependants of persons banished were provided with passages to enable families to leave the Federation together.





## Chapter X

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### JUSTICE, POLICE AND PRISONS

#### Part I

#### JUSTICE

There has been no important change in the organisation of the Courts during the year.

The Scheme for creation of a Magistrates' Service, mentioned in the 1953 Report, is going ahead. No officers who have been in England on Scholarship and been called to the Bar returned to the Federation in 1954, but they will commence doing so in 1955 and subsequent years. Such officers will return to the State Civil Service to which they belong, but arrangements are being made for their transfer to the Judicial Department soon after arrival. No officers went on Scholarship in 1954, but arrangements were completed for sending three and possibly two more in 1955.

During the year the Court of Appeal sat at Kuala Lumpur 15 times, Penang 2, Ipoh 2, Kota Bharu 1 and Johore Bahru 1. The Chief Justice of the Federation sat in the Court of Appeal in Singapore on four occasions and the Chief Justice of Singapore sat in the Federation on 10 occasions.

The Supreme Court Rule Committee met twice during the year and the Subordinate Courts Rule Committee met once. Rules were made concerning Notaries Public Fees, Bills of Sale, Adoption (Search Fees), Practice in Estate Duty matters in the Supreme Court, Subordinate Courts and several other matters.

#### STATISTICS

##### (a) Court of Appeal:

- (i) *Criminal*—106 appeals were registered involving 122 persons. 88 appeals were heard relating to 99 persons; 63 appeals were against sentences of death; 36 of which were under the Emergency Regulations.
- (ii) *Civil*—59 appeals were entertained. At the end of the year 11 appeals were pending.

##### (b) High Court:

- (i) *Criminal*—248 cases involving 331 persons and 364 charges were decided resulting in 35 discharges, 48 acquittals, 279



convictions and 2 were remitted or transferred to other Courts.

- (ii) *Civil*—1,627 civil suits were disposed of compared with 1,564 in 1953. 111 grants were resealed during the year. Miscellaneous applications in Chambers were 4,025 as compared with 3,669 in 1953. 162 Bankruptcy Petitions were filed. 246 Bankruptcy Notices were issued and 103 Receiving Orders were made. The figures in 1953 were 122, 204 and 85 respectively.

(c) Sessions Courts:

- (i) *Criminal*—3,824 cases involving 4,403 persons in respect of 5,596 charges were decided. Convictions were recorded on 4,146 charges.
- (ii) *Civil*—1,474 civil suits were disposed of compared with 1,394 in 1953.

(d) Magistrates' Courts:

- (i) *Criminal*—92,051 cases involving 104,990 persons in respect of 111,026 charges were decided. Convictions were recorded on 91,981 charges.
- (ii) *Civil*—9,917 civil cases were disposed of compared with 6,855 in 1953.

(e) Inquests and Enquiries into Deaths:

There were 2,773 Inquests and Enquiries into Deaths during the year.

(f) Revenue:

Supreme Court	...	...	...	\$ 566,761.24
Sessions Courts	...	...	...	595,412.15
Magistrates' Courts	...	...	...	2,453,335.54
				<hr/>
				\$3,615,508.93
				<hr/>

## Part II

### THE POLICE FORCE

#### COMMAND

Mr. W. L. R. Carbonell, Commissioner of Police, continued in command of the Federation of Malaya Police Force throughout the year 1954. During the absence on leave of Mr Carbonell, Mr Nicholls acted as Commissioner of Police from 11th December, 1953 to 21st April, 1954.

## ESTABLISHMENT, STRENGTH AND ORGANISATION OF THE FORCE

The following table shows the authorised establishment and actual strength of the Force on 31st December, 1954, and for comparison the establishment and strength for the years 1947 and 1953 and the approved establishment for 1955.

Rank	1947		1953		1954		1955
	Estab.	Strength	Estab.	Strength	Estab.	Strength	Estab.
Gazetted Officers ...	157	154	674	634	616	572	566
Inspectors ...	202	192	805	799	1,005	861	930
Temporary Inspectors	—	—	150	53	150	150	230
Police Lieutenants ...	—	—	708	621	532	472	574
Subordinate Police Officers and Constables ...	9,773	8,686	28,630	21,586	20,418	19,847	18,337
Detectives ...	567	624	1,370	989	969	955	969
Extra Police Constables	—	593	2,000	3,466	3,444	1,039	770
Special Constabulary (All Ranks) ...	—	—	33,570	32,481	33,570	23,817	23,570
Civilian Staff ...	625	570	2,400	2,127	2,526	2,150	2,245
Total ...	11,324	10,819	70,307	62,756	63,230	49,863	48,191

*Racial Composition of the Force*

The comparative table below shows the racial composition of the Force (excluding the Special Constabulary and civilian Asian staff) for the years 1947, 1953 and 1954.

	1947				1953				1954			
	G.O.	Insp.	P/Lts.	S.P.Os. and P.Cs.	G.O.	Insp.	P/Lts.	S.P.Os. and P.Cs.	G.O.	Insp.	P/Lts.	S.P.Os. and P.Cs.
European ...	130	8	—	—	520	—	621	—	461	—	472	—
Malay ...	19	115	—	7,999	69	313	—	22,283	56	420	—	18,539
Indian and Pakistani ...	3	41	—	1,469	26	190	—	1,411	26	207	—	1,185
Chinese ...	2	24	—	402	23	308	—	2,067	23	339	—	1,902
Eurasian and Others ...	—	4	—	33	6	41	—	272	6	45	—	215
Total ...	154	192	—	9,903	644	852	621	26,033	572	1,011	472	21,841

*Deployment of the Police Force and Special Constabulary*

The Force is directed from Federal Police Headquarters in Kuala Lumpur and is deployed as follows:

Police Force—

10 Contingents.

23 Circles.



95 Districts

645 Stations.

54 Posts.

Police Field Force—

69 Platoons in 7 Administrative Bases.

Special Constabulary—

538 Area Security Units (each with its own patrol base).

### *Reduction of the Police Force and Special Constabulary*

The reduction of the Force and the Special Constabulary continued throughout 1954, and the aim during the last 6 months of the year was to bring the strength down to the anticipated 1955 establishment. The results, as shown by the figures in paragraph 1 above, were largely successful, but the reduction was not accomplished without stresses and strains being felt on the ground.

During the latter half of 1954, the recruitment of 99 more Police Lieutenants, 37 permanent and 80 temporary Inspectors was approved in order that the Force and the Special Constabulary would be better able to fulfil its commitments under the plan of the Director of Operations. An increase of 42 Sergeants and 545 Corporals with a corresponding reduction in Police Constables was authorised for the same reason.

In 1954, the Special Constabulary was redeployed into area security units engaged on purely Emergency operational duties. The Police Force has been able to concentrate, for the first time since the proclamation of the Emergency, on normal day-to-day police duties, with the exception of the 25 Gazetted Officers, 26 Inspectors and 2,803 Rank and File of the Field Forces who are employed in a para-military role on anti-Communist activities, and the Special Branch which is still largely concerned with duties arising from Emergency conditions.

### *Replacement of Temporary Members of the Force*

During the year, it was the policy to replace Extra Police Constables serving as drivers by drivers from the Regular Police. Formerly there were in the Force a large number of Extra Police Constables with no qualifications other than an ability to drive. The present system is that a driver should receive basic Police training and should thereafter be trained to become a driver. In addition, a quota of over 500 Extra Police Constables were allowed to join the Police outside the normal

recruitment quota, and these men will receive training in the Federal Police Training Depot as soon as conditions permit.

During 1954, of 643 posts for Police Clerks and Interpreters, almost a third had to be filled by temporary clerks with inferior qualifications. In the latter half of the year 310 applications for appointment as Police Clerks and Interpreters were received, but of these only 51 candidates had the required qualifications.

### *Recruitment and Training*

The tables below shew comparative figures for recruitment and for output from the Federal Police Depôt for the years 1947, 1951, 1952, 1953 and 1954.

#### *Recruitment of Probationary Inspectors*

	1947	1951	1952	1953	1954
Total recruitment of all races ...	—	183	119	66	50
Total output of trained Inspectors:					
(1) Malays and other races ...	—	102	81	41	24
(2) Chinese ... ..	—	81	37	23	10

#### *Recruitment of Regular Constables*

	1947	1951	1952	1953	1954
Total recruitment of all races ...	1,157	3,026	3,077	1,856	819
Total output of trained Regular Constables (a):					
(1) Malays and other races ...	714	1,494	1,963	2,495	671
(2) Chinese ... ..	3	180	327	591	267

In June, underqualified men of the Police Field Force who were found suitable for the Police Force entered the Depôt for training, and in July Extra Police Constables followed.

After January, recruitment was limited to 60 recruits a month, in the ratio of 2 Chinese to 1 recruit of any other race. In view of the difficulty in obtaining Chinese recruits, however, this quota has not been attained.

566 Subordinate Police Officers and 2,650 Constables attended retraining courses.

The initial conversion training programme, to fit men on general duties for service in the Police Field Force, was completed. 26 courses of six weeks' duration were held. Some 205 Subordinate Police Officers and 2,500 Constables were trained on these courses.

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(a) The apparent excess in 1953 and 1954 is due to the acceptance of E.P.Cs. and S.Cs. into the Depôt for training.



## FORCE WELFARE

The Police continue to receive help particularly from the Soldiers', Sailors' and Airmen's Families Association. There are nine Sisters working in the Federation of whom three are employed by the War Office and six by the Federation Government. These Sisters, aided by the Red Cross and Government Health Sisters, with the voluntary support of Officers' wives, have concentrated mainly on the welfare of families of the Rank and File. In particular, the issue of milk to expectant mothers and to young children has been of great benefit.

The Ex-Services Association of Malaya kindly allocated funds for the benefit of ex-policemen and the dependants of deceased ex-policemen.

The Armed Services Welfare Association has provided funds for the supply of amenities in the form of refrigerators and live-stock to police officers manning the Jungle Forts. Seeds are also supplied to encourage members of the Forts to grow their own fresh vegetables.

The welfare of the men has been maintained by assistance and encouragement in the formation of Police Recreation Centres for the Rank and File and by grants to meet the initial outlay and the upkeep of messes for Superior Police Officers. Funds have been made available for the expenses associated with Contingent sports and the annual contest with the Singapore Police.

## POLICE ASSOCIATIONS

The Police Ordinance (No. 14 of 1952) provides for the making of Rules by the High Commissioner in Council for the administration of associations established for the welfare of police officers, for the control of the funds of such associations and for the collection of subscriptions from members.

Rules were made establishing two major Associations, the Senior and the Junior Police Officers' Associations. These, in turn, are subdivided into three and two Branches respectively.

The Rules permit any Branch Committee to approach the Commissioner of Police direct on any subject affecting the welfare and efficiency of its members, including pay, pensions and conditions of service, other than questions of discipline and promotion affecting individuals.

## POLICE FIELD FORCE

The re-organisation of the Police Field Force was continued in 1954 with the progressive replacement of former Jungle Company men by

operationally-trained Regular Police. Some 2,300 regular Police were thus posted to the Field Force during the year, while a corresponding number of former Jungle Company men were retrenched.

#### THE SPECIAL CONSTABULARY

During 1954, the establishment of the Special Constabulary was reduced by a further 10,000 men. The strength at the end of 1953 was 32,481, against an approved establishment of 33,570. During 1954, release was offered to 9,447 Special Constables and of these 2,576 elected to continue service for a further period of three years. This reduction, plus normal wastage, brought the strength at the end of 1954 down to 23,817, against an approved establishment of 23,570.

#### POLICE SPECIAL SQUADS

A new operational arm was established in May, 1954, by the formation of Police Special Squads in areas where conditions favoured the re-deployment of military forces more profitably elsewhere. These squads, led by Temporary Inspectors and commanded by volunteers seconded from the British Army in Malaya, undertake special operations in and around the jungle fringes. 25 of these squads, consisting of selected volunteers from the Special Constabulary and the Police Force, were deployed in Kedah, Selangor, Malacca and Pahang after a period of intensive training.

#### POLICE VOLUNTEER RESERVE (DESIGNATE)

The strength of Auxiliary Police in the Police Volunteer Reserve (Designate) fell from 3,344 to 2,785 during the year, but all ranks continued to give valuable assistance in policing the major urban centres in the Federation. It is hoped to establish the Reserve formally under the Police Ordinance in 1955.

#### FINANCE AND SUPPLIES

Expenditure of about \$150 million in 1954 showed a marked reduction on the 1953 figure of \$171 million. This was due mainly to the phased reduction of ten thousand men in the strength of the Special Constabulary during the year.

The new stores procedure, introduced during 1952 and 1953 with the assistance of Army officers seconded to the Police Force for the purpose, worked with increasing efficiency. The Sub-depôt at Kota Bharu was closed down when it became possible for all stores for the north-east coast to be sent by rail from the Sub-depôt at Seremban.



The distribution of supplies (mainly specially prepared tinned rations) by air to jungle forts and to patrols operating in the jungle continued to be a heavy and ever-growing commitment. It was organised by a special section of the supply staff working in conjunction with the RASC and the R.A.F.

The Police are responsible for the supply to the Army on repayment of a very large quantity of tinned operational rations for Malays.

Because of the reduced strength of the Force the holdings of weapons of all classes fell from 220,000 (in mid-1953) to 180,000 in 1954. Weapons on charge to the Home Guard are included in this figure; they are maintained by the Police.

The Federal Arms Workshop, the 10 Contingent Workshops, and the 52 minor workshops at Circles, Districts, Field Force Headquarters and Training Establishments repaired and overhauled some 40,000 weapons during the year. Each of the 180,000 weapons on issue was inspected at least once during the year by a qualified Police Armourer.

#### WORKS

The sum of \$10 million was voted for the construction of Police buildings in 1954. Priority was given to the construction of married quarters for 80 per cent. of the proposed basic establishment of the Force, and to the provision of certain administrative buildings including motor transport maintenance centres. It was possible to make a start on a small part only of this building programme; much of the work will be carried out in 1955, for which year \$4 million has been voted for a similar purpose. The Police Field Force bases at Kulai, Kuantan, Ipoh, Kepala Betas, Setapak and Kota Bharu were completed. It is expected that the seventh and last base will be completed at Mentakab in 1955.

#### MARINE BRANCH

The Marine Branch employs a staff of 323 all ranks. On account of the reduced establishment there were no increases in the scale of routine or operational patrols during 1954.

The launch fleet has been stabilised at ten "P" class (72/75 ft.), seven "PB" class (40/56 ft.), twenty-one "PC" class (25/38 ft.) and seven "Jayas" (32 ft.).

Three new 75 ft. vessels, the "Harold Fairburn," "Arthur Dickinson" and "Rene Onraet," were delivered in the course of the year.

The three oldest 72 ft. vessels were in consequence taken out of full commission and are being allocated, two to Johore and one to Perak, as floating Police Stations.

All the "PB" and "PC" class launches remain in full commission.

Anti-piracy patrols in the South Malacca Strait represented a high proportion of the total running of the seven fully-commissioned "P" class launches.

The floods in early December called for unremitting service from the Marine Police in the rivers, particularly at Kota Tinggi.

#### SIGNALS BRANCH

At the end of the year the number of radio stations in operation was 567 VHF static stations, 263 VHF mobile stations (cars, trains and launches), and 38 HF stations (excluding packsets operating with Field Forces). These figures show an increase over 1953 of 53 VHF static stations, 69 VHF mobile stations and 8 HF stations. A separate VHF network on estates and mines showed an increase of 40 stations over 1953, giving a total of 166 estates and mines operating VHF sets under this scheme.

The Signals School at the Police Dépôt maintained a continuous programme of training consisting mostly of courses for Operators and Engine Mechanics, in addition to Special Radio-telephony courses for Wickham Trolley crews. During the year, one Police Sergeant from Sarawak was sent to the School for a 14-weeks Signals Course.

#### MOTOR TRANSPORT BRANCH

On 1st January, 1954, the Force fleet consisted of 2,328 vehicles. During the year the number of vehicles on Police charge was reduced to 1,932 of which 1,015 were unarmoured vehicles.

No new vehicles were purchased but a phased programme was prepared for the replacement of old vehicles.

Progress in training for transport duties continued throughout the year. The Police Driving School was moved from Setapak to the Federal Police Dépôt. One hundred and ninety-four students successfully passed out of this School and were posted to Contingents as drivers. The value of proper and systematic training of Police drivers is reflected in a welcome reduction in the accident rate of Police vehicles. The figure in 1953 shewed one accident to each Police vehicle every 30,110 miles, whilst in 1954 this figure improved to one accident in 37,738 miles. Courses in general motor transport duties were held



for potential Subordinate Police Officers at the Federal Training School, Tanjong Kling, and at these courses 265 candidates successfully qualified.

In February, courses of 18 months' duration for potential Transport Officers commenced at the Government Technical College, Kuala Lumpur. Fifteen Inspectors were selected for this course. The Technical College has also greatly assisted by testing applicants for Police Artisan vacancies, and by testing existing Police Artisans as to their suitability for upgrading.

#### CRIMINAL INVESTIGATION DEPARTMENT

Unrevised figures for serious crime for 1954 show that 314 murders were reported, 155 of which were committed by Communist Terrorists; 128 Gang Robberies and 386 Robberies were reported, 75 in each case committed by Communist Terrorists. The figure for house-breakings reported during the year is 3,217 as compared with 2,941 in 1953.

At Appendices "A," "B" and "C" to this Part are graphs showing comparisons of monthly figures for serious crime in the year 1947 and from 1951 to 1954. These graphs discriminate between Emergency and Non-Emergency crime.

At Appendices "D" and "E" are graphs which show the incidence of preventable offences—i.e. thefts and house-breaking—from 1948 to 1954 inclusive. The latter graphs show a steady and considerable increase.

Trade recession is almost invariably reflected by an increase in crime. The lifting of controls in places where there has been diminution of the Emergency has encouraged the ordinary criminal to become more daring in his activities. It is probable, moreover, that in outlying areas fewer crimes have gone unreported.

Appendix "F" gives statistics which illustrate the commitments and activities of the Police in respect of criminal matters during 1954, compared with the corresponding figures for 1953. In computing the percentage of convictions in seizable offences, no account has yet been taken of cases pending at the end of the year. This percentage will therefore increase when the statistics have been finally revised.

#### *Central Criminal Registry*

In the Central Criminal Registry during the year 50,351 finger print enquiries were received for comparison with the main collection, as opposed to 60,448 in 1953. Of these, 36,420 were in respect of criminal

(registrable) offences and the balance were in respect of screening, etc., 9,992 criminal enquiries representing 27.4 per cent. and 1,204 other enquiries were identified as being the prints of persons on criminal record. The corresponding figures for the year 1953 were: criminal enquiries 35,706; criminal identifications 9,355 (26.2 per cent.); other enquiries 24,742 with 1,977 identifications.

Ten returned banishees were detected by their fingerprints during the year. Four hundred and twenty-eight fingerprints from scenes of crime were received for comparison and of these 115 were identified. In 88 cases the prints were identified as those of innocent persons and in 27 cases they were identified as those of accused persons. Two hundred and fifty-four fingerprints in this category are still unidentified. In addition, 83 documents bearing fingerprints were submitted for examination in connection with criminal and civil cases.

### *Corruption*

The investigation of cases of corruption continued to be a special aspect of the activities of the C.I.D. During the year, 27 convictions were obtained against public servants as compared with 17 in 1953. One hundred and seventy-seven convictions were recorded against members of the public as compared with 240 in 1953. As in previous years, the majority of the latter category were persons who attempted petty bribery of the Police. To combat the menace of corruption reliable information from members of the public is essential. This, however, has been lacking and the information supplied can only be described as poor.

### *Secret Societies*

The establishment of a Secret Societies Branch of the C.I.D. at Federal Police Headquarters was mentioned in last year's Report, and during 1954 the Branch made satisfactory progress. Its activities are summarised in the following statistics:

An Bin Hoay Cases—								No. of persons
Banished	...	...	...	...	...	...	...	17
Order of Banishment issued but awaiting shipment	...	...	...	...	...	...	...	12
Placed on Bond under Cap. 38	...	...	...	...	...	...	...	12
Placed under Restricted Residence Orders	...	...	...	...	...	...	...	19
Awaiting Order of Banishment or other Order	...	...	...	...	...	...	...	10
Awaiting Enquiry under Cap. 39	...	...	...	...	...	...	...	4
Warrants issued but unexecuted	...	...	...	...	...	...	...	2



	No. of persons
Wah Kee Cases—	
Order of Banishment issued but awaiting shipment ... ..	1
Placed under Restricted Residence Orders ... ..	7
Awaiting Enquiry under Cap. 38 ... ..	8
Warrant issued but unexecuted ... ..	1
Miscellaneous—	
Banished ... ..	1
Placed on Bond under Cap. 38 ... ..	3
Placed under Restricted Residence Order ... ..	4
Awaiting Enquiry under Cap. 38 ... ..	4
Warrant issued but unexecuted ... ..	1

### *Training*

A C.I.D. Officers' training course at the Kuala Kubu Bharu Police College was instituted in February, 1954. Five courses, each of two months' duration, were held during the year. The object was to give specialised training to officers employed on C.I.D. duties who, largely on account of the Emergency, had previously been denied adequate training in investigation duties. The courses were attended almost entirely by Inspectors employed as District Crime Officers or Investigating Officers. They proved to be popular and successful, and resulted in general improvement in the standard of investigation work throughout the country.

### SPECIAL BRANCH

During 1954, the strength of Special Branch increased from 126 Gazetted Officers and 278 Superior Police Officers at the end of 1953 to 135 Gazetted and 334 Superior Police Officers. The establishment for 1955 has been fixed at 132 Gazetted Officers and 376 Superior Police Officers.

This compares with 12 Gazetted Officers and 44 Superior Police Officers in the Malayan Security Service at the outbreak of the Emergency in 1948.



### *Special Branch Training School*

Since its inception in August, 1952, the Special Branch Training School has given instruction to 4,004 students, of whom 232 were from other Government Departments, the Army and neighbouring Territories including Australia, Fiji, North Borneo, Sarawak, Singapore, Burma and Thailand.

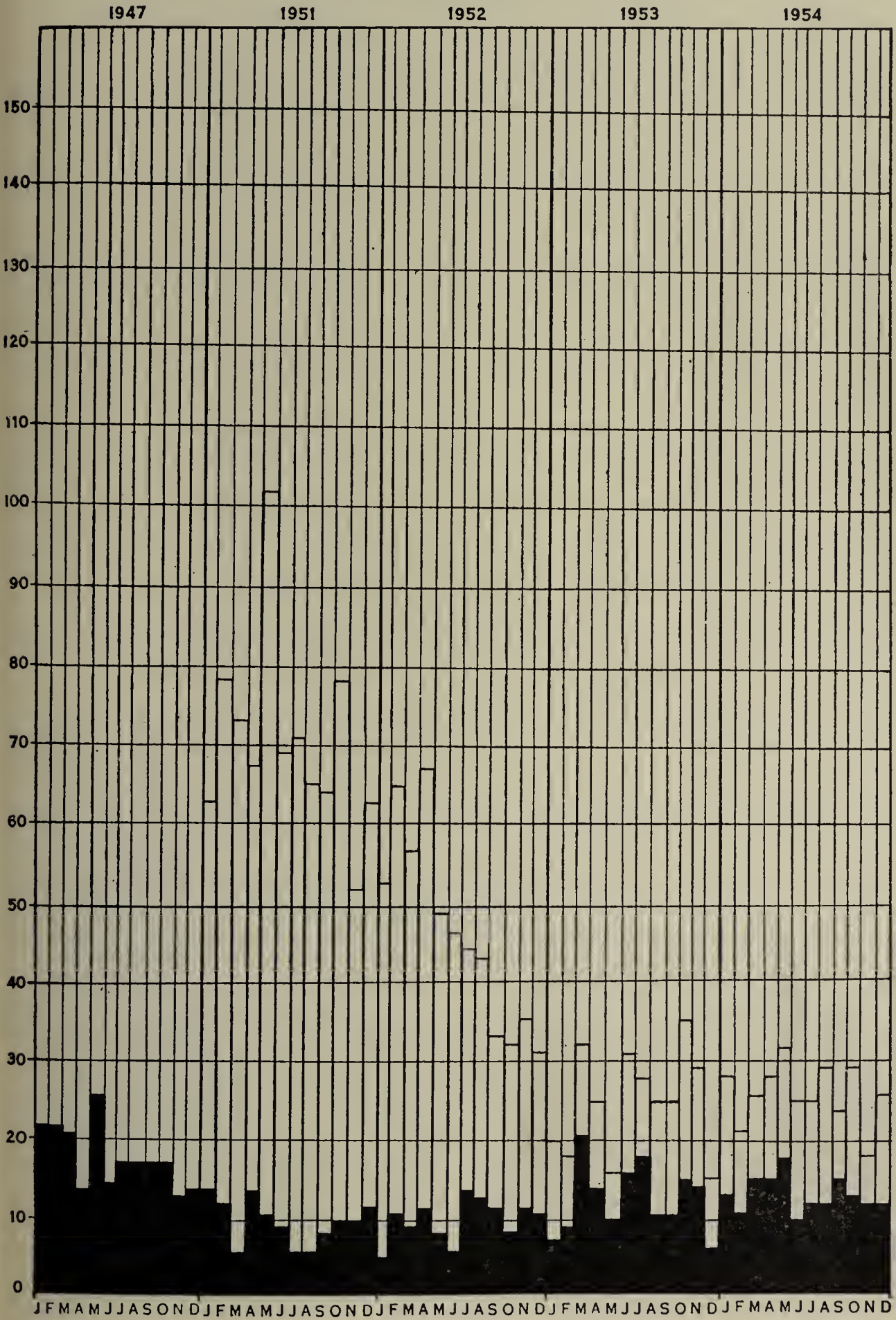
Sixty vacancies have been offered to non-Commonwealth countries during the 1955 training period and students will also be accepted from neighbouring Commonwealth countries.

FEDERATION OF MALAYA POLICE  
GRAPH SHOWING MONTHLY COMPARISON OF SERIOUS CRIME  
EMERGENCY & NON-EMERGENCY

1947 & 1951-1954

EMERGENCY  NON-EMERGENCY 



MURDERS



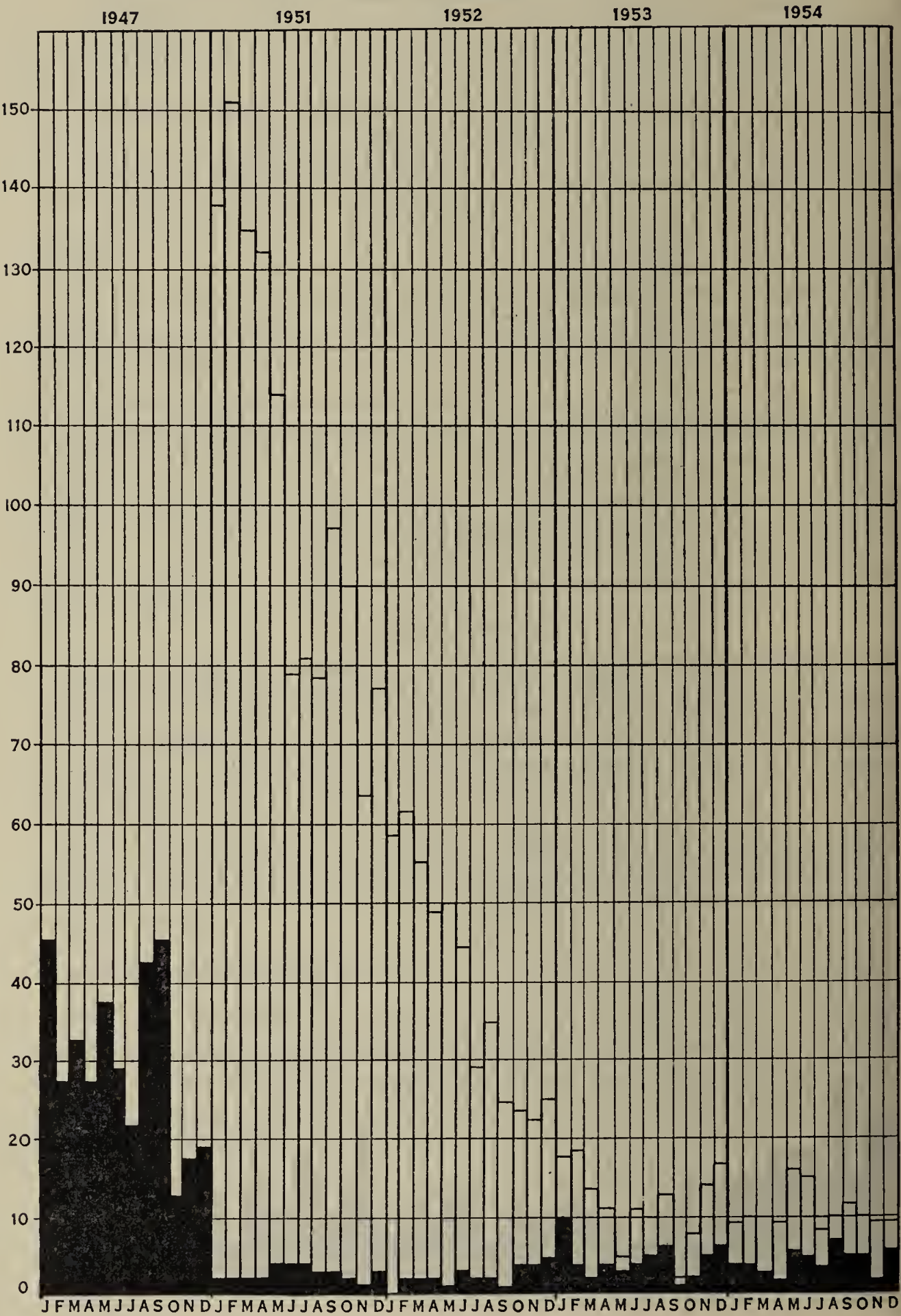


FEDERATION OF MALAYA POLICE  
GRAPH SHOWING MONTHLY COMPARISON OF SERIOUS CRIME  
EMERGENCY & NON-EMERGENCY

1947 & 1951-1954

EMERGENCY  NON-EMERGENCY 

GANG-ROBBERIES

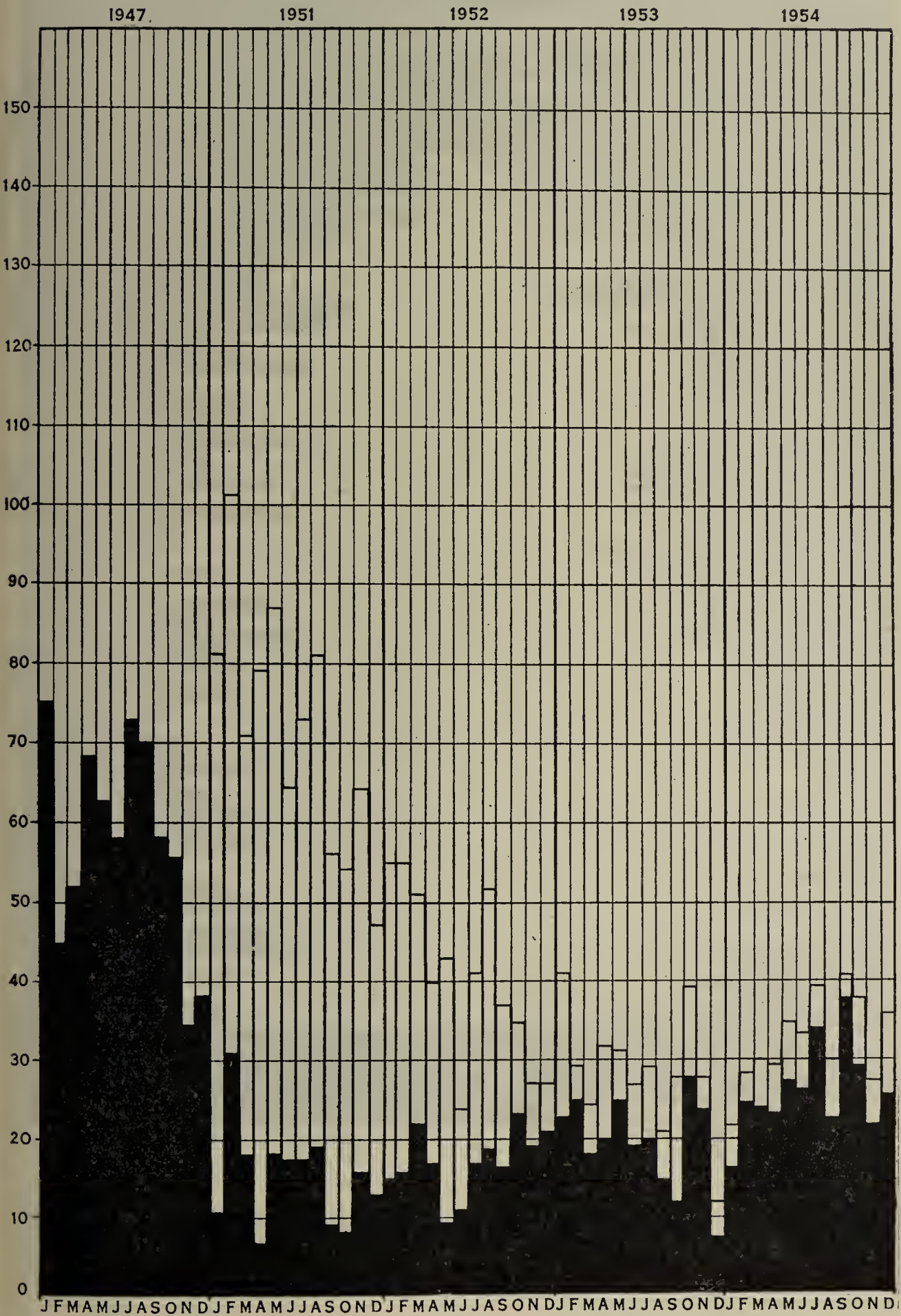


FEDERATION OF MALAYA POLICE  
GRAPH SHOWING MONTHLY COMPARISON OF SERIOUS CRIME  
EMERGENCY & NON-EMERGENCY

1947 & 1951-1954

EMERGENCY ☐ NON-EMERGENCY ☒

ROBBERIES



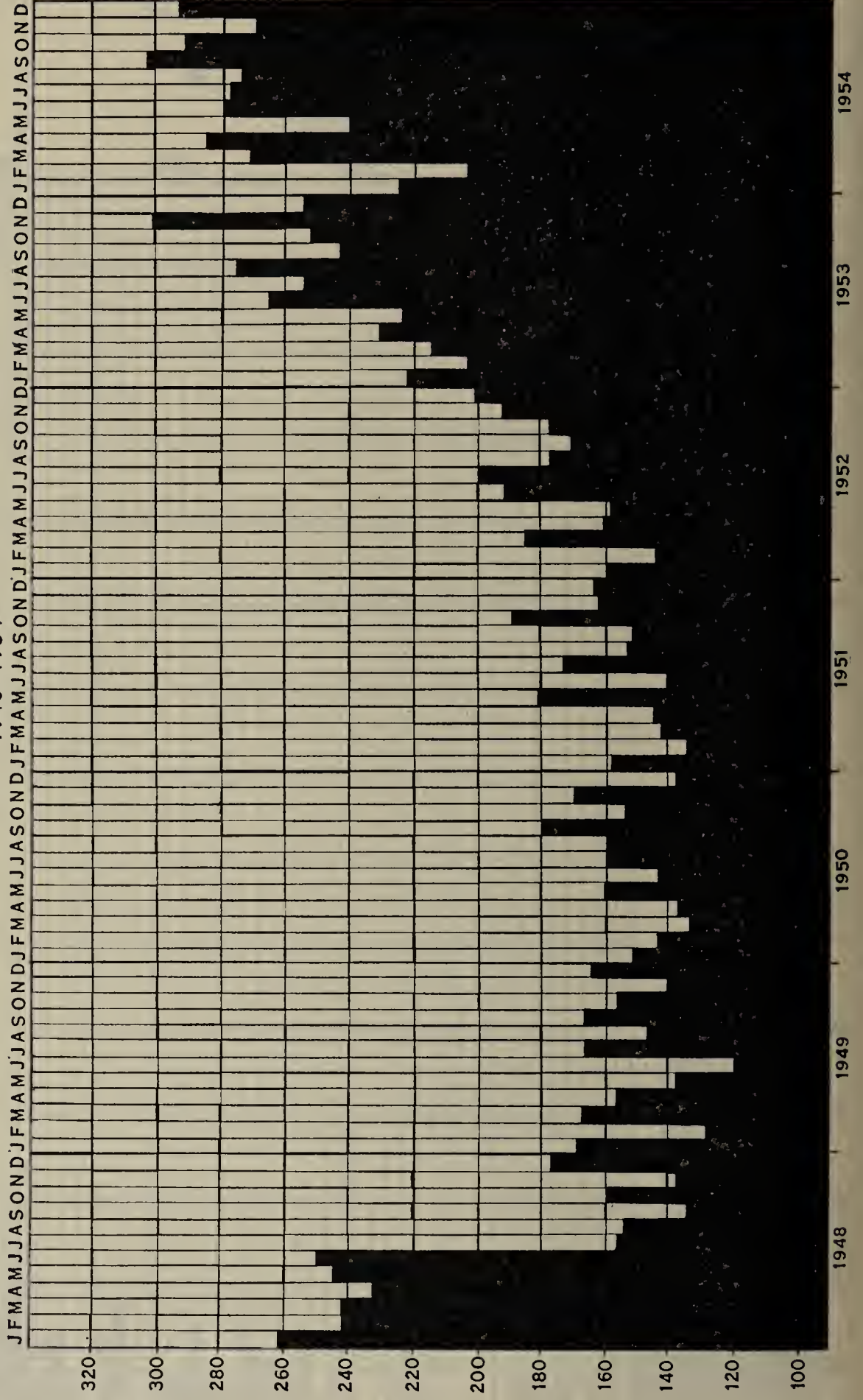


APPENDIX D

FEDERATION OF MALAYA POLICE

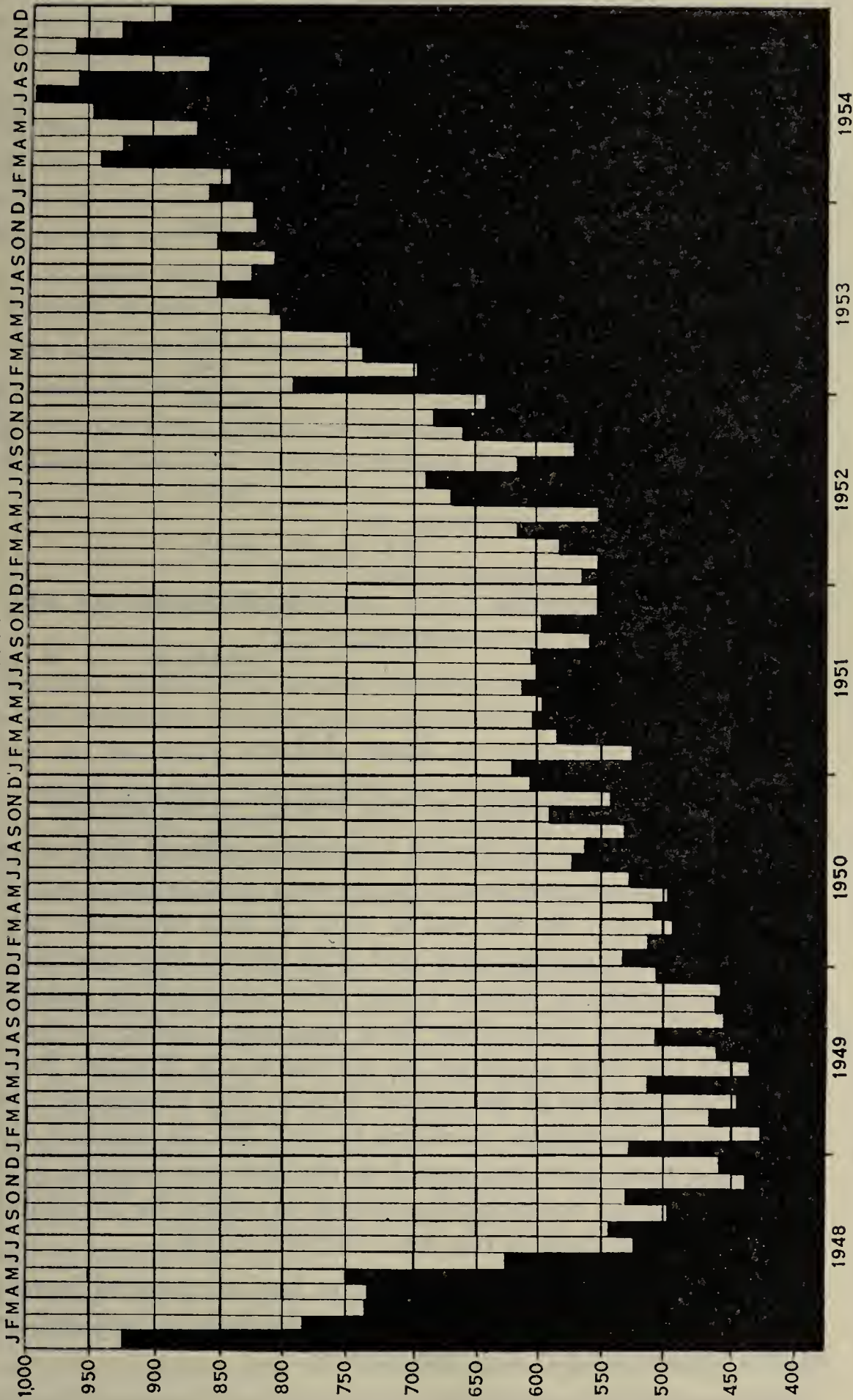
PREVENTABLE OFFENCES — HOUSEBREAKINGS & THEFTS

1948-1954



FEDERATION OF MALAYA POLICE  
PREVENTABLE OFFENCES — THEFTS

1948 - 1954





## APPENDIX F

## STATISTICS SHOWING ACTIVITIES OF C.I.D.

	1953		1954
(1) Total No. of Reports made in Police Stations ... ..	316,000	...	363,980
(2) Total No. of Reports in which Police action was undertaken ...	155,554	...	139,286
(3) Number of Reports in which arrests were made ... ..	140,698	...	49,732
(4) Number of Reports in which summonses have been applied for	36,399	...	46,490
(5) Number of persons detained on Orders of Detention ... ..	1,603	...	1,132
(6) Number of persons banished ...	278	...	89
(7) Number of Seizable offences ...	30,487	...	35,308
(8) Number of Non-Seizable offences	285,513	...	328,672
(9) Total of Convictions on Seizable offences ... ..	6,809	...	15,647
(10) Percentage of Convictions in Seizable offences ... ..	22.3%	...	44.3%
(11) Property (Non-Emergency Crime) Value of property lost ... ..	\$4,088,754.10	...	\$3,013,010.89
(12) Value of Property recovered by the Police ... ..	\$ 396,269.52	...	\$ 443,208.89

## Part III

## REHABILITATION OF THE SPECIAL CONSTABULARY

The rehabilitation of Special Constables, offered their discharge at periodical intervals, continued during 1954 in accordance with the plans approved in 1953. By the end of 1954 all men originally recruited in the years 1948, 1949 and 1950 had been offered their discharge. These numbered 25,160, of whom 10,305 were accepted for continuance of service as Special Constables for a maximum further period of three years and 692 were accepted for service in the Regular Police Force or in other branches of the Armed Forces. The remainder, numbering 14,163, were discharged to return to civil life; in addition, 674 of the continuing men were discharged in the last two months of the year as being no longer operationally suitable as leaders for the mobile duties now required of them in the Area Security Units.

The men received a cash benefit in lieu of terminal leave on their discharge; the amounts paid out under this item in 1953 and 1954 were \$3,350,707 and \$5,832,844, respectively.

Men originally enrolled in 1948 who were honourably discharged after completing five years' service and men originally enrolled in 1949 who were honourably discharged on or after the 31st March, 1954, were entitled to choose a Benefit-in-Kind the most valuable of which

were an agricultural land subsidy of up to \$1,500 for the development or improvement of a piece of land and a rehabilitation loan of up to \$3,000 for either a business purpose or to construct or repair a house. By the end of the year 2,560 land subsidies, totalling \$3,146,166 had been approved (\$1,793,556 being paid out) and 2,319 rehabilitation loans had been granted, representing a total loan capital of \$2,179,581. Repayments of the rehabilitation loans were reasonably satisfactory and \$151,000 was repaid before the end of the year.

Some 700 men attended, as their Benefit-in-Kind, vocational training courses at the Junior Technical (Trade) Schools at Penang, Ipoh, Kuala Lumpur and Johore Bahru.

Employment Exchanges found work for not less than 722 men and an insignificant number (only 43) of non-locally born Special Constables were repatriated with their families to their native lands.

## Part IV

### PENAL ADMINISTRATION AND TREATMENT OF OFFENDERS

The principle underlying recent developments in penal administration is the extension of trust and responsibility to inmates of penal institutions as the most effective form of corrective treatment for offenders against the law. The application of this principle through the new prison legislation passed in 1953 enabled progress to be made during 1954 in the finer classification of prisoners, in educational and industrial training and in special training schemes for certain categories of offenders.

Legislation was passed relating to the establishment of Compulsory Attendance Centres for adults. The object is to avoid sending to prison first offenders and others who might be sentenced to imprisonment for periods up to three months. The legislation empowers the Courts to order such offenders to attend these Centres in their leisure hours for training as an alternative to imprisonment. It is hoped by this means to reduce recidivism among short-term offenders and prevent first offenders guilty of minor offences from entering prison. The first centres will be established in 1955.

A new "open" prison camp was established during the year. Its primary purpose is to provide pre-release training for prisoners who have served long sentences and are within a year or two of release. The training system is specially designed to permit the maximum of trust and responsibility and to offset the effects of "institutionalisation" by giving the prisoner the opportunity to recapture something of the flavour of the free citizen's way of life before he completes his sentence.



The camp is completely "open," no security measures are applied in the dormitories and supervision is reduced to the minimum. A camp committee, consisting of prisoners, is responsible for discipline, welfare and other camp activities. Prisoners do not wear prison clothing but a simple shirt with a Phoenix badge and shorts. They proceed outside the camp to labour at the stated hours and they take full part in all local sports and games at villages and towns in the vicinity. During such visits, prisoners wear their own private clothes.

The response by the prisoners of all races has been excellent. No adverse incident of any kind has occurred and all have displayed a high standard of self-discipline. It was not necessary to return any prisoner to a prison because of misconduct or failure to observe the trust placed in him.

As a result of experience at the pre-release camp, arrangements were made for long-term prisoners at Central and Regional prisons to take part in local sports activities outside their prisons. Local teams visited prisons to compete with prisoners and the latter were entertained in return. When the prisoners proceeded to an outside fixture they were permitted to wear private clothes and were accompanied by one officer in civilian dress. The scheme has worked well and was not abused. The response to the extra trust was most encouraging and fully confirmed all that was expected of the prisoners.

A feature of the year has been the introduction of Civics courses in all prisons. These courses covered a wide range of subjects and were eagerly attended by prisoners. Particular attention was given to the explanation of the electoral system at Town, State and Federal levels.

Arrangements were made with the Adult Education Association to undertake educational classes in prisons. This enabled the number of classes to be increased. The Laubach method of teaching was introduced for illiterates. A number of prisoners and warders subsequently gained certificates as Laubach teachers and undertook the training of illiterates.

There are 23 penal institutions in the Federation classified as follows:

Central Training prison	...	...	...	...	1
Regional Training prisons	...	...	...	...	4
Prison Camps	...	...	...	...	2
Pre-Release Camp	...	...	...	...	1
Central Prison for Women	...	...	...	...	1
Central Prisons for Emergency Prisoners	...	...	...	...	2
Central Prison for Young Prisoners	...	...	...	...	1
Local Prisons (Men)	...	...	...	...	5
Local Prisons (Women)	...	...	...	...	4
Henry Gurney School (Borstal) Males	...	...	...	...	1
Henry Gurney School (Borstal) Females	...	...	...	...	1

All prisons are under the control of prison officers.

Convicted adult prisoners serving sentences of imprisonment are classified as under:

Star Class—

First Offenders and other prisoners who have no vicious tendencies or habits.

Ordinary Class—

Prisoners considered unsuitable for the Star Class and persistent offenders.

On admission, all prisoners are interviewed by a Reception Board which, after full investigation, classifies prisoners and lays down the form of training considered suitable for them.

All Star Class prisoners sentenced to a period of three years or more are transferred to the Central Training Prison.

Regional Training prisons receive all other classes of prisoners irrespective of sentence, but Star Class and Ordinary Class prisoners are strictly segregated.

Local prisons receive all classes of prisoners but retain only those sentenced to less than 12 months' imprisonment.

The Central Prison for Women receives all women prisoners convicted of offences under the Penal Code and sentenced to a term of imprisonment exceeding 12 months.

All youths between the ages of 17 and 21 years, sentenced to imprisonment, are transferred to the Central Prison for Young Prisoners. One Prison Camp is used for the training of long-term first offenders and selected second offenders. The other is used for short-term first offenders. There is a special section for the custody of Ordinary Class prisoners.

Two Special prisons, one for men and one for women, are allocated for the custody and training of prisoners sentenced to terms exceeding 12 months in respect of serious offences against the Emergency Regulations.

Selected prisoners who have served long sentences and are within one or two years of release are sent to the Pre-Release Camp.

The Henry Gurney Schools (Borstals) receive all young offenders between the ages of 14 and 17 years whose detention has been ordered under the provisions of the Juvenile Courts Ordinance, 1947. Offenders between 17 and 21 years of age who are found guilty by Supreme Courts may also be ordered to be detained at the Schools. Youths below the age of 17 years who are detained under the Emergency Regulations are



transferred to an annexe of the Boys' School and undergo the same training as other inmates. The Boys' institution is divided into Senior and Junior Schools in order to facilitate training and the separation of the age groups.

### *Population Figures*

No great change in the prisons' population occurred during the year. There was a small decrease in the number of persons sentenced to terms of imprisonment exceeding 12 months, while the number of persons sentenced to terms of six months and under represented 58.54 per cent. of the total convicted admissions. There was a decrease in the number of persons sentenced to imprisonment in respect of offences against the Emergency Regulations.

The number of persons in prisons at the beginning of the year was 2,798, and at the end of the year 2,930. The daily average prison population was 2,838.20 as compared with 2,720.29 in 1953.

The number of persons admitted during the year was 9,879 as against 9,744 in 1953. They were classified as follows:

Convicted ... ..	5,383
Committed for Safe Custody ... ..	4,454
Detained under the Emergency Regulations ... ..	42
	<hr/>
	9,879

The races of the convicted prisoners were as under:

Chinese ... ..	2,496
Malays ... ..	1,842
Indians ... ..	941
Others ... ..	104
	<hr/>
	5,383

The chief offences for which persons were convicted and sentenced to imprisonment were:

Against property  
 Against the person  
 Unlawful possession  
 Extortion  
 In possession of Chandu and other drugs  
 Against the Emergency Regulations.

The previous histories of the convicted persons revealed that:

3,831 had no previous convictions.  
 827 had one previous conviction.  
 298 had two previous convictions.  
 427 had three or more previous convictions.

The number of persons convicted of serious offences against the Emergency Regulations and sentenced to long terms of imprisonment was 116. The figures for 1952 and 1953 were 579 and 428 respectively.

Seventy-two persons were committed to prison under sentence of death. The number of executions was 34, as compared with 40 in 1952 and 29 in 1953. Of these, 17 persons were executed for offences under the Emergency Regulations.

### *Remission*

Remission is awarded at the commencement of a sentence and any forfeiture for misconduct is deducted in days. Prisoners sentenced to over one month and up to twelve months are eligible for a period of remission equal to one-sixth of their sentences. Prisoners sentenced to periods in excess of 12 months are eligible for a period of remission equal to one-third of their sentences. All women prisoners sentenced to a period exceeding one month receive one-third of their sentence as remission.

### *Labour*

Prisoners were employed on domestic work and in the following trades:

Carpentry	Lace Making	Poultry Farming	Baking
Cabinet Making	(Women)	Tailoring	Basket Weaving
French Polishing	Crotchet Making	(Women)	Motor
Spray Painting	(Women)	Embroidery	Engineering
Tinsmithing	Shoemaking	(Women)	Farming and
Chick Blind	Tailoring	Toy Making	Gardening
Making	Printing	(Women)	Knitting
Rope Making	Bookbinding	Sign Writing	(Women)
Laundry Work	Blacksmithing	Painting	String Making
Net Making	Mat Making	Building	(Women)
Coir and	Cloth Weaving	Concrete Block	Vegetable
Mattress	Mail Bag Making	Making	Gardening
Making	Photography	Rattan Work	(Women)
Dressmaking	(Printing and	Chain Link	
(Women)	Developing)	Fence Making	

The total value of all prison labour for the year after deductions in respect of food, clothing and housing was \$384,142. The total revenue earned by prison labour was \$182,000. This amount represents the profits earned by the sale of the product of prison labour after deducting the cost of materials.

### *Earnings Scheme*

An earnings scheme is in operation under which prisoners are paid according to their skill and progress at their work or trade. As the piece-rate system introduced in 1953 was a success the scheme was extended to certain other trades. Prisoners are permitted to spend up



to two-thirds of their total monthly earnings at the prison Canteens. One-third must be saved and the accumulated savings are paid to them on the day of release.

### *Industrial and Vocational Training*

Additional machinery was installed in all prison workshops and the schemes of selection and training were extended. The system of progressive trade tests was continued and all prisoners who qualified were awarded trade efficiency certificates. The number of trades was increased and arrangements were made whereby prisoners were instructed in the theory of their trades for a number of hours each week. This resulted in an improvement in interest and the standard of work.

Evening classes in Handicrafts and Hobbies were continued during the year at all large prisons. Articles manufactured by these classes were sold and the prisoners credited with one-third of the proceeds. The balance was used for the purchase of additional machinery and tools and the classes are, as a result, completely self-supporting. Funds for the introduction of the schemes were generally obtained from local Discharged Prisoners' Aid Societies. His Highness the Sultan of Kedah provided the funds for the prisoners at Alor Star prison.

### *Education and Recreation*

Every effort was made to reduce the monotony of prison life and keep prisoners fully occupied, both mentally and physically, by useful and instructive activities such as educational classes in English and the vernacular, group discussions, debates, dramatic societies, concerts, cinema shows and games.

All large prisons are equipped with cinema and film strip projectors, and these visual aids to learning were used with success. A number of prisoners in the senior English classes entered for the terminal examinations at local schools and gained their Std. VII Certificates.

The recreational periods in all prisons permit prisoners to attend organised games each evening. League competitions were held and teams of prisoners of mixed races entered for various competitions in football, badminton, basket ball and table tennis in outside leagues. One of the greatest aids to morale was the arrangement whereby prisoners wore their own private clothes when proceeding to outside fixtures, and so lost their prison identity for a short time.

The average period spent outside cells was 14 hours a day, and prisoners were kept fully occupied until 8.15 each evening.

The provision of electric light in all cells at every prison was completed during the year. Each establishment is provided with a large library

and there is no restriction on the number of books which a prisoner can obtain.

### *Discipline*

The general conduct and behaviour of the prisoners throughout the year was good. It is satisfactory to record that there was a complete absence of communalism and all races worked and played in complete amity. There is no doubt that the various measures designed to improve the prison system and keep prisoners fully occupied during their spare time, together with the extension of trust, had a most satisfactory effect. No escapes or attempted escapes took place during 1954, and the watch towers found so necessary at the beginning of the Emergency were abolished early in the year.

### *Health*

The general health of the prisoners was good. There were no epidemics during the year. The daily average number of prisoners on the sick list was 108.07, as compared with 149.53 in 1953. A table indicating the health of prisoners is given below:

Year	Daily Average Prison Population	Percentage of Daily Average in Hospitals	No. of Deaths excluding Executions	Percentage of Deaths to Daily Average Prison Population
1954	2838.20	4.51	9	0.32%

### *Henry Gurney Schools (Borstals)*

The Schools are administered and organised on the lines of Borstal Institutions in the United Kingdom. Both schools are fully "open." The House system is operated and responsibility for discipline and welfare activities is largely in the hands of the inmates. Industrial training of all kinds is in force and each inmate must attend educational classes for a minimum period of eight hours each week. The curriculum was prepared with the assistance of the Education Department and the number of teachers was increased during the year from 9 to 12.

Inmates were permitted to proceed on Home Leave during their term, and many were able to make arrangements for employment while visiting their homes. A Rover Scout troop and St. John's Ambulance unit were successfully established during the year.

The number of admissions in 1954 was 187. Since the Boys' School was opened in 1950, 549 lads have been released. So far as is known, only 14 have been re-convicted in the same period.

### *After Care*

It is satisfactory to record that during 1954, Discharged Prisoners' Aid Societies were firmly established in all States and Settlements. At several establishments, concerts by prisoners were given with a view



to raising funds for the local Society. The Prison Welfare Officers appointed in 1953 have proved invaluable, and many prisoners were found employment and successfully rehabilitated. There is in existence a very efficient system of co-operation with Social Welfare Officers and Probation Officers in all parts of the Federation, and these officers render valuable assistance by making enquiries, finding employment and supervising prisoners and inmates released to their areas.

### Staff

The strength and racial distribution of prison staff is shown below:

	European	Malay	Sikh	Pathan	Chinese	Indian and Pakistani	Others	
Commissioner/Prisons	1	—	—	—	—	—	—	1
Deputy Commissioner/ Prisons ... ..	1	—	—	—	—	—	—	1
Superintendents ...	8	1	—	—	—	—	—	9
Industrial Manager ...	1	—	—	—	—	—	—	1
Chief Officers ...	10	—	—	—	—	—	—	10
Chief Matron... ..	1	—	—	—	—	—	—	1
Principal Officers, Grade I ... ..	36	7	3	—	—	—	1	47
Principal Officer, Grade II ... ..	—	5	—	—	—	—	—	5
Chief Warders ...	—	18	5	1	—	1	—	25
Sergeant Warders ...	—	56	9	8	—	—	—	73
Warders ... ..	—	725	34	20	2	12	6	799
Matrons and Assistant Matrons ... ..	—	3	—	—	8	2	1	14
Wardresses ... ..	—	18	—	—	16	3	3	40
Trade Instructors ...	—	5	—	—	1	3	—	9
Assistant Trade Instructors ... ..	—	16	—	—	2	5	—	23
Teachers ... ..	—	1	—	—	6	1	1	9
Total ... ..	58	855	51	29	35	27	12	1,067

Training courses, each lasting 13 weeks, were held throughout the year for recruits and serving warders. The effect of these courses was evident in the general improvement in the standard of discipline, efficiency and interest.

The Cadet Training Scheme was also operated throughout the year. Under this scheme, selected Asian Officers, after successfully passing the course, qualify for accelerated promotion to posts formerly held by expatriate officers. During the year, five officers passed the course and five were promoted to Principal officer Grade II. Five Principal Officers Grade II were promoted to Principal Officer Grade I (Division II).

## Chapter XI

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### PUBLIC UTILITIES

#### Part I

#### ELECTRICITY

There are five principal undertakings for the provision of electricity in the Federation of Malaya, and in addition 46 other undertakings licensed for isolated local public supplies.

The main Electrical authority is the Central Electricity Board which is established by law, as a corporation sole, for the provision of electricity supplies and to act as the licensing and inspecting authority for all other electrical undertakings, with certain exceptions applicable to the Penang Municipality. The ordinary stock of the Central Electricity Board is at present wholly owned by the Government of the Federation; a dividend of 4 per cent. was paid in 1954.

The other four principal undertakings licensed by the Central Electricity Board are described below:

- (a) The Perak River Hydro-Electric Power Company Ltd., operates its hydro power station and also two steam power stations. Its output is mainly supplied to the tin mines in the Kinta Valley, the remainder being sold to other distributors.
- (b) The Kinta Electrical Distribution Co., Ltd., is a subsidiary of the Perak River Hydro-Electric Power Company Ltd., from which it purchases most of its supply for distribution to domestic and industrial consumers within the concession area of the parent Company. In 12 out of the 57 towns or villages served, independent diesel generating stations are installed.
- (c) Penang Municipality has its own steam power station and distributes current to consumers in the Municipality of Georgetown on Penang Island. It sells current to Messrs. Huttenbachs [*see (d) below*] for distribution on the mainland.
- (d) Messrs. Huttenbachs Ltd., are responsible for public supplies in Province Wellesley, parts of Kedah and Perak and also parts of Negri Sembilan. For Province Wellesley, and Kulim in Kedah, supplies are purchased from Penang Municipality and for Telok Anson in Perak from the Perak River Hydro-Electric Power Co., Ltd.





## SCHEDULE OF FEATURES OF ELECTRICITY SUPPLY UNDERTAKINGS IN THE FEDERATION OF MALAYA AT THE END OF 1954

Principal Undertakings	Capacity of Generating Plant	Units Generated in 1954	Units Sold					Total
			Units purchased from sources within the Federation	Units purchased from sources outside the Federation	No. of Consumers	Bulk Sales to undertakings in the Federation	Tin Mines	
	kW	kWh Millions	kWh Millions	kWh Millions		kWh Millions	kWh Millions	kWh Millions
Central Electricity Board	...	276.9	22.3	12.0	80,355	—	92.5	252.1
Perak River Hydro Electric Power Co., Ltd.	77,000	415.7	—	—	280*	40.0	—	357.9
The Kinta Electrical Distribution Co., Ltd.	1,071	1.5	13.8	—	16,984	—	—	13.6
Huttenbachs Ltd.	3,579	9.7	7.8	—	24,310	—	—	14.7
Penang Municipality	17,000	47.6	—	—	24,429	3.4	—	37.6
Total	185,520	751.4	43.9	12.0	146,358*	43.4	410.4	675.9

(\* Approximate)



## Part II

### DRAINAGE AND IRRIGATION

The Drainage and Irrigation Department is organised on a Joint Federal-State basis. The Director has full administrative and executive control of all Federal Works and acts in an advisory capacity to the State/Settlement Heads of Departments on all technical matters. The work of the department covers the planning, construction and maintenance of irrigation and drainage schemes, land reclamation, flood mitigation and river conservancy. To plan and organise the work of the department there are 59 Division I officers, of whom 54 are Civil Engineers and 5 are Mechanical Engineers. Up to the present 5 locally domiciled officers have obtained the necessary professional qualifications and have been appointed to Division I posts; four more are in training.

The year 1954 was the fifth year of the Six Year Development Plan 1950-1955. The revised departmental target in the Plan in respect of irrigation is the construction of 46 irrigation schemes estimated to cost \$30 million, to improve facilities on 283,000 acres of existing padi land and to develop 84,000 acres of swamp jungle for padi cultivation. Twenty-five schemes have been completed and the remainder are in different stages of progress. It is estimated that about 300,000 acres have benefited so far, including 40,000 acres of new land. In respect of land drainage works the revised target includes 12 schemes, estimated to cost \$4 million to rehabilitate and improve conditions on some 140,000 acres of land, chiefly cultivated by small-holders with coconuts, rubber and other crops. Six schemes have been completed; six are in hand and the area benefited to date is 90,000 acres.

Progress in the implementation of the Plan has been satisfactory despite delays in the first two years owing to shortage of staff and equipment and diversion of plant to Emergency work. Colonisation of new padi areas in Johore, like Kahang and Endau has been disappointing, but elsewhere the position is satisfactory. In the potential swamp area in the Kubang Pasu Scheme in North Kedah, the land is actually being taken up in advance of the completion of the drainage and irrigation works.

In most of the padi areas the planters continue the long established tradition of cultivating a long-term strain of padi. After reaping the ground is allowed to lie fallow until the following season. In a few areas, however, notably Province Wellesley, an off-season short-term Taiwan crop is planted. This causes some difficulties in regard to the maintenance of the irrigation scheme and has the added disadvantage that the maturation period is such that the two crops extend over a period of more than twelve months. In certain places, notably Malacca, vegetables

are planted in padi areas during the off-season. This has the advantage that it increases the income of the planter and also does not interfere with the regular maintenance of the irrigation canals and control structures. There are indications that the cultivation of vegetables in the off-season improves the fertility of the soil.

On completion of the permanent irrigation works and structures, padi areas are usually constituted as gazetted irrigation areas in accordance with the Irrigation Areas Ordinance, 1953. The imposition of water rates is the responsibility of the respective State/Settlement Governments and water rates varying from \$1 per acre per annum to \$6 per acre per annum have been imposed in different gazetted irrigation areas.

### *Irrigation*

The Trengganu River Irrigation Scheme to pump a supply to 3,400 acres was completed in August, 1954. The possibility of extending the scheme to serve a further 1,000 acres is under consideration.

By the end of 1954, new works and reconstruction works, in the Bukit Abal Area of Kelantan, which were designed to improve both drainage and irrigation facilities had been completed. This was an existing scheme of about 10,000 acres of which only 4,400 acres was assured of an irrigation supply. Improvements had also been completed on another area, the Sungei Danan Irrigation Scheme of 600 acres.

The Salor Irrigation Scheme of 3,500 acres in Kelantan was completed during 1951. In 1954 a water rate of \$6 per acre was imposed on lands within the area, and the Scheme was extended to provide irrigation facilities to an additional 900 acres.

In Kedah good progress has been made on the 100,000-acre Kubang Pasu Irrigation Scheme. Work has been in hand for some years and headworks, irrigation controls, drainage controls and canals have been completed for a large portion of the scheme. Further north lies the South Perlis Irrigation Scheme which forms one unified irrigation system with the Kubang Pasu Scheme. This is aimed at supplying 17,000 acres with irrigation water. The northernmost distributary canals of the Kubang Pasu Scheme are extended into Perlis and become part of the distributary canals for this area. This scheme is also progressing very satisfactorily and planters in the area are already benefiting from the improved supply of irrigation water and drainage.

The extensions and improvements to the 9,000-acre Sungei Kulim Irrigation Scheme in Province Wellesley which were completed in 1953 have improved conditions in this area. Further south another small area of 360 acres was provided with an irrigation supply with the completion of the Machang Bubok Irrigation Scheme. Prior to its construction the



local padi planters had been dependant on rainfall supplemented by brush-wood dams to provide water. The headworks were officially opened on 16th June, 1954.

Work on Stage I of the Trans-Perak River Irrigation Area continued. This stage will provide a pumped irrigation supply to over 4,000 acres on the right bank of the Perak River. By the end of 1954, the pumping plant had been received, construction of the pump-house at Kubang Haji was in hand, and the excavation of 15 miles of drainage and irrigation canals had been completed.

Up to 1953, progress in the Changkat Jong Irrigation Scheme of 6,000 acres in Perak, reserved for Chinese settlers, was disappointing, owing to terrorist activity and a tendency to grow tobacco instead of padi. In 1954, control over the area was obtained and progress was made. About 1,200 acres were planted with padi. There is a demand for further colonists in the area and it appears that the scheme will now be a success. During the year departmental activity has been confined to routine maintenance. In irrigation areas elsewhere the settlers are employed on maintenance works, but in this irrigation area the Chinese settlers are not prepared to do such work. This adds to the department's difficulties on maintenance, as labourers have to be recruited outside the area and they have to travel long distances daily to and from their work.

In Selangor the main work on the Tanjong Karang Irrigation Scheme was completed for 50,000 acres, but there still remains a number of distribution structures to be built. In order to improve the irrigation supply it is proposed to construct a diversion dam across the Bernam River. Before construction can start it has been necessary to build a road through virgin jungle to give access to the site and during the year bulldozers and graders have been engaged on this work.

The Ulu Klawang Irrigation Scheme is designed to provide an irrigation supply to about 200 acres of existing padi land in Negri Sembilan. The Headworks on the Sungei Klawang has been completed as have some controls and irrigation canals and the entire scheme should be in operation by the 1955-56 planting season.

A plan for the provision of irrigation facilities to 600 acres of land, of which 300 acres are existing padi land, was put in hand in June, 1952, in Malacca. The Telok Rimba Scheme was designed to provide a pumped supply of water to this area. By July, 1954, the earthwork for the perimeter bunds had been completed and construction of the controls and the pump-house was begun. Work progressed satisfactorily until December when floods hampered the work.

*Land Drainage Schemes*

In Johore the main difficulties about padi planting are the lack of suitable colonists, no padi tradition, and the fact that much of the available land is not first class. The greater part of the Department's activities in this State are therefore concentrated on land drainage schemes along the West Coast for the reclamation and improvement of small-holdings, planted chiefly with coconuts. The Senggarang Drainage Scheme between Batu Pahat and Benut, protecting an area of some 30,000 acres has been completed and placed on a maintenance basis. A layout has now been prepared to sub-divide the Johore coastal areas into compartments; the drainage scheme for each compartment will only deal with precipitation within the compartment. The hinterland areas are excluded from the coastal areas by means of large bunds and drains and the drainage from the hinterland is taken out to the sea, through separate outlets flanked with bunds. Two main separate outlets, the Benut High Level Drain and the Botak High Level Drain are under construction and both serve areas of about 32 square miles of hinterland which are above the level of spring tides. Seven dragline excavators are employed on the construction of these two main outlets, and satisfactory progress is being made.

The Sri Menanti Drainage Scheme between Batu Pahat and Muar aims at improving drainage on 35,000 acres of land. Progress on the scheme has been good and the final stage of the construction of the coastal bund was begun in 1954. Work on the excavation of the drains in Stage I of the Muar Drainage Scheme for 20,000 acres has also started.

In Selangor, work continued on the Klang-Kapar Drainage Scheme. This is for the reclamation and improvement of about 5,000 acres of land lying to the West of the Klang-Kuala Selangor Road. The first section has already been completed with the excavation of drainage canals and the reconstruction of the coastal bund.

In Perak, the routine maintenance of drainage areas continued as usual. The construction of the Durian Sebatang Drainage Scheme was completed, and extension works were begun in order to make available an additional 2,000 acres of land for the cultivation of pineapples.

On completion of drainage schemes drainage rates can be imposed by the respective State/Settlement Governments in accordance with the Drainage Works Ordinances No. 1/54. The usual rate is \$5 per acre, but lower rates have been imposed in certain areas.

*Investigations and Research*

Early in 1953 considerable pressure was exerted on the Department to complete the surveys and investigations in the Trans-Perak River potential area of 180,000 acres. As the Department had a full commitment of work on the approved development programmes, neither the



staff nor equipment could be made available to tackle the investigations required. In view of the urgency, it was decided to enter into a contract with a Firm of Consulting Engineers from the United Kingdom to complete the preliminary investigation and to submit a report on the potentialities of the area for rice production. Field work was started towards the end of 1953. Terrorist activity in the area and inclement weather hampered progress on the surveys, and the field work was not completed until December, 1954. Plans have been plotted and the Consulting Engineers are now studying in their Head Office in London all available data on which to draw up a scheme. Their Report on the potentialities of the area is not expected to be ready until the middle of 1955. A similar contract for the survey work required in the Central Perlis Irrigation Area of 30,000 acres was let out to a local firm of Surveyors towards the end of 1954.

Investigations were also started towards the end of 1954 in a potential area of 60,000 acres at Kuala Langat in Selangor. With the help of the Surveyor-General it has now been possible to get together a Government team to carry out the preliminary investigations. Topographical surveys are carried out by staff of the Survey Department, who also collect soil samples and send them to the Agricultural Department for analysis and the preparation of soil maps. Engineering surveys and the collection of hydrological data are done by the Drainage and Irrigation Department. When all information is collected and collated, and if the area is found to be suitable for padi cultivation, then a scheme will be prepared by this Department.

The construction of the Research Station was begun in April, 1950, with the grant of \$200,000 from the Colonial Development and Welfare Fund. The first building was not ready for occupation until February, 1952; this long delay was primarily due to the Emergency. The Station is situated near Ampang, some 5 miles from the centre of Kuala Lumpur. During 1950 and 1951, the area was under curfew and it was impossible to house construction labour on the site. Conditions improved during 1953 and 1954 and construction of the ancillary buildings is now nearing completion. The Research Station will be organised in two Divisions: one dealing with hydraulics and applied research, and the other with foundation soils and the testing of structural materials.

Whilst the station is not yet sufficiently staffed and organised for a full time research programme a considerable amount of work is in hand. Exhaustive tests on the proposed irrigation Headworks for the Besut River have been completed. Preliminary models of the Perak River have been constructed and operated.

## Part III

### PUBLIC WORKS

#### GENERAL

There was no change in the administrative structure of the Public Works Department during the year. The Department is organised on a Federal, State and Settlement basis. State and Settlement Engineers are responsible in matters of State policy to the Mentri Besar or Resident Commissioner. For Federal works they are responsible to the Director of Public Works, who in turn is responsible to the Member for Works in matters of policy.

The Department was faced with an unprecedented programme of work at the beginning of the year. The total provision for Public Works under all Heads in the Federal, State and Settlement Estimates exceeded \$200 million. In recent years the activities of the Department have been dominated by Emergency work which has consisted mainly of the construction of temporary and semi-permanent camps and other forms of accommodation for the Security Forces. Such work can, and indeed must, be carried out rapidly without prolonged preliminary investigation and planning and, what is more important, without close supervision. The position changed entirely during the year and the Department is now chiefly engaged on the planning, design and construction of normal services, which to a very large extent demand construction in permanent materials and close technical supervision if economy and high standards are to be maintained.

For these purposes the Department is under established and it will therefore be necessary to defer important projects. Indeed, this has already happened.

#### BUILDINGS

##### *Introduction*

During the early part of the year, the fall in building costs continued. This downward trend was arrested by the imposition of new duties in the Federation and a small rise in cost was noticeable in nearly all States and Settlements.

Tenders continued to be competitive and contractors appeared eager to obtain work. The labour force remained adequate, both in skilled and unskilled categories. No difficulty was encountered in the labour field.

Trouble was encountered in the supply of materials late in the year. This was due to the dock strike in Great Britain which seriously interrupted the delivery of imported materials from the United Kingdom. The position, however, improved in December, but for a short period the progress of work was retarded on some projects.



*Emergency and Police Buildings*

The outstanding items of the 1953 Police Building Programme were continued in 1954. \$11,000,000 was provided for the new programme of work for the police. This programme mainly provided Class "E," Transit and Class "G" Quarters for police personnel. In addition, the provision covered a number of Police Stations and ancillary buildings. Good progress was made on the entire programme although a late start was made on many items due to siting problems. A number of items was completed and handed over to the Police.

A programme for providing accommodation for area security units in one State was started late in 1953. This was extended in 1954 to many other States throughout the Federation. This programme consisted of approximately 600 family units of prefabricated movable accommodation for Area Security Unit personnel and can be moved easily to other locations if, for Emergency reasons, it becomes necessary. A very large number of smaller items including extensions to existing camps and Police posts, V.H.F. wireless engine sheds, etc., were also carried out.

*Malayan Military Forces*

Two new projects for the Malayan Military Forces expansion programmes were started during the year. At Kluang, a Battalion Barracks for the Malay Regiment was commenced, and good progress towards completion in 1956 has been maintained.

The Federation Regiment's first battalion will have its permanent home at Sungei Udang, Malacca, where an excellent site by the sea shore is now being developed.

No further progress on the ground has been made with buildings for the Federation Military College which continues to function in temporary accommodation at Port Dickson. A decision on the siting of the College is still awaited.

Work continued on all existing Malay Regiment Camps in 1954. Satisfactory progress was maintained at Taiping, Mentakab, Port Dickson and Kota Bharu. Works undertaken consisted of quarters for married officers and married other ranks and provision of medical centres and recreational facilities. The Alor Star Camp was seriously delayed due to siting and drainage problems. These have now been solved and work has recommenced.

*Housing*

Work on the uncompleted units of the 1953 programme was continued and a new programme for 1954 at a total cost of \$4,500,000 was undertaken. These funds were to provide 97 Class "C" houses and a block of 6 flats throughout the Federation which will bring about a

considerable alleviation of the Government Division I Officers housing shortage. Construction on all these units has been commenced with the exception of 2 Class "C" Quarters which were held up due to siting problems, but tenders for these quarters are expected early in 1955.

The programme of Class "D" and Transit Quarters for Government Officers in Division II and lower Divisions, as envisaged by Mr. G. A. Atkinson in his report, was continued. Of the \$14.5 millions provided under the Loan Works Housing Programme, the bulk has now been committed and the work is progressing satisfactorily. Many houses have been completed and occupied. The total number of houses provided by the Loan Works Programme is 60 "D" and 1,459 Transit Quarters. This programme will be supplemented in 1955 with funds provided by the Federal Government.

For Overseers Quarters and Labour Lines in 1954 \$750,000 was provided throughout the Federation. Good progress was made in the programme by all States/Settlements and all funds were committed. These funds will provide 110 labour lines and 12 Overseers quarters. Many sub-standard lines have been adapted to bring them to a satisfactory standard.

### *Education*

The programme of buildings for Schools and Colleges throughout the Federation has been continued. The programme includes:

The Teachers' Training College at Kota Bharu, which has been completed, provides accommodation for 300 Student Teachers and is equipped with hostel accommodation and excellent facilities for teaching and training.

The Technical College, Kuala Lumpur, which will be constructed at a cost of \$5 $\frac{3}{4}$  millions provided from C.D. & W. Funds from the United Kingdom, is expected to be finally completed in May, 1955. The final stage, including the heavy laboratory and workshops, administration block and Assembly Hall, is under construction.

The Ismail English School at Kota Bharu, which provides permanent accommodation for approximately 800 students, is nearly completed, having been started in 1953.

A large school building programme met from the Education Development Fund and amounting to approximately \$9 $\frac{1}{4}$  millions of which the following are examples—

- (i) In Kuala Trengganu construction has commenced on the 1st Phase of the Sultan Suleiman English School which has been designed to accommodate a minimum of 800



students, with special provision made for instruction in Geography, Science, Domestic Science, Arts and Crafts.

- (ii) Tenders are now being called for the first and second phases of the Modern Secondary School and the Westlands Girls' Primary School, Penang, and it is estimated that the cost will be approximately \$470,000. It is expected that construction work will commence early in 1955.
- (iii) Over and above the allocations which have been made for new schools in every State, considerable provision has also been made for the erection of new hostels for boys and girls, staff quarters and a programme of improvements and extensions to existing schools. A limited amount of construction work only was possible in 1954, due to the necessity to prepare designs, working drawings, specifications, etc. However, many designs have now been completed and there will be considerable construction work undertaken in 1955.

### *Medical and Health*

Construction commenced on a Nurses Hostel for 250 Nurses in Penang at a cost of over \$2 millions being provided from C.D. & W. funds. The work on this project should be completed by late 1955 or early 1956.

The Nurses Hostels built at Malacca and Seremban, each accommodating 56 Nurses, were completed. The costs were Malacca, \$393,000 and Seremban \$320,000, approximately.

The main project for the Rural Health Centre and Quarters at Jitra, originally envisaged, has been completed. An addition to the programme for the provision of quarters for the staff of the World Health Organisation was undertaken. These are now under construction and should be completed in 1955. Cost \$449,500.

Other work completed for the Medical Department includes:

(i) Mess for House Doctors—General Hospital, Kuala Lumpur ... ..	\$ 117,300
(ii) Dental Clinic, Pulau Jerejak ... ..	18,000
(iii) Additions and Alterations to General Hospital, Penang	27,000

Staff Quarters, Tampoi Mental Hospital, costing \$35,863 were under construction at the close of the year.

### *Civil Aviation*

Two big new projects provided for during 1954 were the new Terminal Buildings at Kota Bharu and at Kuala Lumpur. At Kota Bharu construction commenced towards the end of the year and is

progressing satisfactorily. This project will be completed in 1955. At Kuala Lumpur, site work and drainage has been completed and piling commenced for the main building. When this project is completed it will provide the Federation with an Airport Terminus of International Standard. This project will cost \$550,000.

#### *Federal Workshops and Stores Extension*

The extension of the P.W.D. Federal Workshops and Stores, Kuala Lumpur, estimated to cost \$1,000,000, has commenced and it will be completed in 1955. The extension will provide an additional Tractor Repair Workshop and new Stores buildings. When completed this will make the P.W.D. Federal Workshops and Stores one of the largest and best equipped of its kind in South East Asia.

#### *Maintenance of Buildings*

In 1954, \$2,890,000 was spent on the maintenance of Federal Buildings throughout the Federation. Despite this big expenditure a general survey, carried out in States/Settlements, has proved that there is still a very large backlog of work to be done.

#### *General*

In 1954, funds were provided for the construction of quarters for many departments, e.g., quarters for outdoor officers at Johore Bahru and Prai for the Customs Department. These two projects, totalling \$2,400,000, provide permanent modern accommodation. Both projects were completed.

Designs have been prepared during the year for the New Government Offices at Petaling Jaya as well as for the new British Council building, Kuala Lumpur. In addition, design work was undertaken for the Fish Culture Research and Training Institute to be constructed in Malacca from C.D. & W. funds.

In 1954, approximately \$30,000,000 was provided for new building works. This was exclusive of Loan Works and money provided from C.D. & W. funds.

Due to the increase in the number of permanent building projects the pressure of work in the P.W.D. Federal Headquarters Architects' Department has been increased, and statistics show that a record number of prints were taken off during the year, amounting to 19,375 as against 15,105 taken off in 1953. The actual value of work, for working drawings, sketch designs and layout of Military Forces Camps amounted to \$16,876,650. No allowance has been made for the repetition of type designs.



This report deals only with major projects financed by Federal funds and no account is given of the work carried out in States/Settlements from States'/Settlements' funds. As an example of work carried out in a State the following is a summary of building work in Perak.

## PERAK

### BUILDINGS (FEDERAL)

#### *Maintenance*

The problem of maintenance was as usual a difficult one due to the fact that many buildings have passed their economic life but have to be kept in a reasonable condition as they cannot be replaced.

This situation is accentuated by the backlog of buildings requiring repainting and, as funds are inadequate to eliminate the arrears, the need for repairs becomes greater.

#### *New Services*

##### Police Building Programme.

A large building programme for the Police was finalised during the year. Considerable delays occurred in many items due to programme revisions, design changes and siting difficulties. Towards the end of the year, the programme began to take shape and work was started on most of the items.

Works completed for the Police during 1954 are as follows:

Garage Bays at Sungei Siput, Tapah, Tanjong Malim, Grik, Kroh.  
Magazines at Kuala Kangsar, Sungei Siput.

V.H.F. Stations at Kuak, Lawin, Port Weld and Sungei Bayer.

Animal Pounds at Simpang Tiga, Sauk, Kuala Kangsar.

Rank and File Quarters at Lawin, Kuak, Manang, Grik and Teluk Anson.

4 Class " G " Quarters at Chenderiang.

Alteration to Police Station at Tanjong Malim.

Police Posts at Kuak, Manang and Lawin.

Conversion of Old Post Office, Grik, into Inspectors Quarters.

Police Station at Sungei Bayer.

The extension to the Special Constables Training Camp at Ipoh Aerodrome, which was started in 1953, was completed in March, 1954, at a cost of \$628,000.

##### Federal Housing.

The largest part of the Federal Housing Programme was the construction of Transit Quarters.

A total of 222 was programmed for Perak and by the end of the year all these quarters were under way. 47 quarters were completed and the remainder almost complete.

17 Class " C " Quarters were completed during 1954 and at the end of the year 13 were under construction.

6 Class " D " were started, 3 completed and 3 under construction.

26 Class " H " Quarters were completed during the year.

Approval to build a block of 6 Senior Officers' flats in Ipoh was obtained and tenders have been called for.

Malay College, Kuala Kangsar.

The contract for extensions to the West Wing dormitory, classrooms and science blocks were let and work is progressing. In addition 22 Class " H " and 1 Class " E " Quarters were completed.

Work at the King's Pavilion, conversion into dormitory, flat for Supervisor, flats for Matrons and labour accommodation was completed. The Sanitary Wing is under construction.

Malay Regiment, Taiping.

For various reasons delay has occurred in putting all the new works in hand but overall progress is considered satisfactory.

The following works have been completed and are well in hand:

48 M.O.Rs. Quarters.

10 W.Os. Quarters.

Ammunition magazine.

15 Officers Quarters.

Sanitary installation to existing buildings.

Oil store.

Fencing to barracks.

Rehabilitation of existing buildings.

Other New Services.

Extension to P.W.D. Workshops, Ipoh. This was put in hand in 1954 and included the following:

Reinforced concrete foundations.

R.C. floor aprons, drains and approach roads.

Design, supply and erection of steel building.

Construction of new Oil Store and Filter Bed.



Timber Depot for Forestry Department at Falim. At the end of the year this was 30 per cent. completed.

Toddy Shops were constructed at Sungei Pari, Ipoh, and at Malim Nawar.

#### BUILDINGS (STATE)

##### *Maintenance*

The funds provided for maintenance have been inadequate to deal with repairs and more particularly repainting of Government buildings.

Funds were provided under the heads "Arrears of Painting of Government Buildings" and "Reconditioning of Government Buildings" in addition to the A.R. Vote "Maintenance of Buildings."

The former was unfortunately insufficient to make any appreciable headway into the backlog of repainting of buildings, many of which have not been painted for 15-20 years. As the economic life of paints applied externally is 3-4 years considerable deterioration must result in many buildings.

In the case of "Reconditioning of Government Buildings" the vote was inadequate considering the condition of many buildings. Some of the work which had to be done under this vote head may be described as "uneconomical patching up."

##### *New Services*

##### New P.W.D. Workshop, Taiping

A contract was let for the first phase (Main building) and by the end of the year concreting work was completed and erection of steel trusses in hand.

##### New Office for P.W.D., Teluk Anson

A start was made on this project during the year.

##### Education Services

Malay Schools were constructed at Ulu Piol, Senggang, Bukit Rabit and Sungei Tungku.

English Schools were constructed at Sungei Sumun and 3 Classrooms at Clifford School, Kuala Kangsar.

Hostels were completed at Parit and Jalan Pasir Puteh.

##### Medical Services

Changes in the site and design of the new Operating Unit at Taiping, led to delays but progress is now reasonably good.

4 blocks of the Nurses' Hostel at Batu Gajah were completed.

A Health Centre and Dental Clinic were constructed at Kuala Kangsar.

A number of treatment rooms, clinics, etc., were built at various places in the State.

### Housing

In the 1954 programme for housing steady progress has been made.

The total number of houses on the programme (including institutional quarters) is 43. The number completed or well under way is 38, made up as follows:

Class C	...	...	...	3
Class D	...	...	...	8
Class F	...	...	...	3
Class G	...	...	...	9
Class H	...	...	...	2
Transit	...	...	...	11
Rest Houses	...	...	...	1
Messes	...	...	...	1

Court House and Offices for the Department of Religious Affairs.

Other works carried out included the additions to Secretariat Building, reconditioning of the State Council Chamber and reconditioning of the Astana Kinta, Ipoh.

### WATER SUPPLIES

The Public Works Department is responsible for the construction, operation and maintenance of public water supplies throughout the Federation, with the exception of the supplies to the Municipalities of George Town (Penang) and Malacca, which have their own water engineering staff.

The year has been one of considerable activity in planning and new construction in an endeavour to bring the capacity of Malaya's water supplies into line with the demand. It is however estimated that at least a further \$100 million, above the amount already authorised, must be spent if the demand is to be met in areas where supplies already exist and if supplies are to be given to rural areas where the population lack adequate well water of good quality. In general, it can be stated that existing urban supplies are at the limit of their capacity or are overloaded, though there are a few notable exceptions (e.g. Malacca Town) where new construction has temporarily put the community in the happy position of having more water than they need at present. \$12 million were spent on capital works during 1954 and \$5½ million on maintenance and operation of existing water supplies.

During the year, five new supplies were put into service bringing the total now in operation to 121, and a further 12 new supplies were under design or construction. Thirteen supplies were extended and a



further twenty-seven were under extension at the end of the year. The average daily quantity of water supplied rose from 65.4 million gallons to 68.2 million gallons during the year and operating capacity rose from 71.6 m.g.d. to 85.1 m.g.d.

While the supply of water increased, so did the population served by piped supplies and it is now estimated that over two million people received piped water, the population served having increased from 1.91 millions to 2.06 millions during the year. At the same time the average consumption per head dropped from 34 gallons per day to 33 gallons per day, the drop being partly due to waste prevention measures but being due, in the main, to the restriction in consumption necessitated by the inadequate capacity of a large number of the supplies.

The following table shows the distribution of water supplies throughout the Federation:

State/Settlement/ Municipality			No. of Supply Systems	Population Served (‘000’s)	Average Daily Consump- tion m.g.d.	No. of new supplies under design or construc- tion (excl. extensions)	Remarks
Johore	...	...	18	250	7.6*	1	* Includes 1.9 m.g.d. purchased from S’pore and distributed by P.W.D.
Kedah	...	...	11	110	4.1	2	—
Perlis	...	...	3	16	0.3	—	—
Kelantan	...	...	7	32	1.1	3	—
Malacca (P.W.D.)	...	...	1	2	0.1	—	—
Malacca Municipality	...	...	1	66	2.0	—	Malacca Municipal supply serves a large rural area outside the Municipal limits including the town of Jasin
Negri Sembilan	...	...	10	101	3.6	2†	† Includes new supply to serve Tampin and Alor Gajah in Malacca
Pahang	...	...	16	87	1.9	—	—
Georgetown Municipality (Penang)	...	...	1	241	10.4	—	—
Penang and Province Wellesley	...	...	7	81	2.3	1	—
Perak	...	...	27	522	15.5	1	—
Selangor	...	...	19	550	19.3	1	—
Trengganu	...	...	—	—	—	1	New 2 m.g.d. supply to serve Kuala Trengganu Town
Total	...	...	121	2,058	68.2	12	

NOTE—The above figures and those quoted earlier differ from the corresponding figures in the 1953 Report in that where two or more supplies serve one water system, they are now grouped as one system only. Where necessary, 1953 figures have been corrected in the light of information received after the 1953 Report was prepared.

The total allocation of Loan Funds, out of which the majority of the new works under construction are being financed, is \$72,113,800, of which approximately \$21 million had been spent by the end of 1954.

Many interesting works are being carried out under the development programme and new techniques in water treatment are being tried

out. A summary of the works undertaken in States, Settlements and Municipalities is given later but attention is particularly drawn to the progress on the new \$17 million supply to Kuala Lumpur, and to the expansion of rural supplies throughout the Federation.

On the administrative side, new water supply rules, based on the Model Bye-Laws, issued by the Ministry of Health in the United Kingdom, have now been generally adopted in States, and with these rules as authority, steps are being taken to improve the quality of materials and workmanship used, particularly in house connections, throughout the country. Amendments were being drafted, at the end of the year, to the various Water Supply Enactments to embody desirable changes in the laws respecting water supply.

Brief notes indicating the more important works carried out by States, Settlements and Municipalities are given below:

#### *Johore*

Construction of the works, designed in 1953, was well advanced; major works, involving reconstruction of treatment plants, were in hand in Muar, Batu Pahat and Segamat to enable the supplies to be extended to rural areas. Numerous smaller works, involving both urban and rural extensions, were carried out during the year.

#### *Kedah*

The water supplies of Kedah continued to operate to full capacity and the need for their reconstruction and extension is exemplified in Alor Star, where deterioration of the water mains has necessitated a large scale reconstruction of the distribution system; the capacity of the supply will, at the same time, be increased from 2 m.g.d. to 4 m.g.d. The old Alor Star supply from Bukit Wang has been extended very considerably to serve the rural areas to the north. Very good progress was made on the new Tanjong Dawei supply to serve the rural area around the fishing village of that name.

#### *Perlis*

The supply to Kangar and Arau, the only supply of any size in the State, continues to prove inadequate, in spite of minor expedients taken to improve it. Severe shortages are experienced in times of dry weather. Continued investigation has failed, so far, to find a suitable source of additional water for the principal towns and for the Kuala Perlis and Simpang Ampat rice-growing area.

#### *Kelantan*

Extensions and improvements have been made to all the existing water supplies in Kelantan but, in spite of this, none of them have



adequate capacity to meet the growing demand. Work has commenced on the new supplies for Tumpat and Pasir Puteh and it is hoped to commence the new Pasir Mas supply early in 1955.

*Malacca (Municipal)*

The Municipal supply serves the southern part of the settlement in addition to the Municipal area. During the year, the new 3 m.g.d. plant at Bukit Sebukor was put into commission, enabling mains to be laid extending the supply further into the rural areas. 20 miles of such mains were laid in 1954 and a further 30 miles are in hand. Construction of filtration plants, to treat the water for Jasin and Nyalas, was put in hand.

*Malacca (P.W.D.)*

Design of the new supply, to replace the inadequate Alor Gajah supply and to augment the Tampin (Negri Sembilan) supply, was practically completed during the year but no firm decision to proceed has yet been reached on this project because it is as yet uncertain whether or not it can be made to pay for itself.

*Negri Sembilan*

Improvements were made to four of the supplies in the State, of which the most important was to the Seremban supply, where the new main from the intake relieved the water shortage which has continued for many years. Design of the 4 m.g.d. purification plant nears completion as does the new main to Port Dickson from Seremban. The new treatment plant at Gemas was nearly completed by the end of 1954.

*Pahang*

The major supplies in Pahang were all overloaded, due to the increased demand for water caused by the grafting on of new villages as suburbs to towns. New supplies were under design or construction for Kuala Lipis and Pekan but severe rationing is necessary in Bentong and in Kuantan. The moving of the State Capital to the latter place will necessitate considerable expansion of the water supply.

*Penang and Province Wellesley*

Every supply in the Settlement was improved and/or extended, the most important work being the laying of the large-scale pipe network, connected to the North Province Wellesley Supply, to serve the rural area to the North of Butterworth; work on this and on the new Balik Pulau Supply made good progress during the year. Considerable work was carried out on connecting new villages to water supplies in the Settlement.

*George Town Municipality (Penang)*

During the early part of the year, the extensions to the Ayer Itam and Guillemard Filtration Plants were completed giving an additional filtering capacity of 4 million gallons per day. Also at Guillemard Filtration Plant, a stand-by Pumping Station, intended for raising the water from the aqueduct to the filtration plant with a capacity of 6 million gallons per day, was completed.

On the Telok Bahang Scheme, the 24" diameter steel main 18,000 feet in length between Telok Bahang and Batu Feringgi along the coast road, was completed by direct labour. The pumping station at Telok Bahang was almost completed by the end of the year, and this installation is now in a position to deliver  $4\frac{1}{2}$  million gallons per day from the Sungei Telok Bahang into the existing aqueduct at Batu Feringgi.

*Perak*

The water supplies throughout the State generally require modernisation and/or extensions and the Kinta Supply in particular requires considerable extension, though palliative measures continue to stave off the day when new connections, to draw water from the supply, must be refused. During the year, the capacity of the Kinta supply was raised by 1 m.g.d., the new Bidor supply and small installations at Tanah Mas and Sauk were put into service and many new villages were connected to the existing water supply systems.

*Selangor—Kuala Lumpur New Supply—Klang Gates Scheme*

Good progress was made during the year on this \$17 million project, for the construction of which a separate office was set up in 1954. The major design work for the purification plant and service reservoirs was completed during the year, and contract documents will be prepared during the first half of 1955.

Design of the dam, now to be of a gravity section curved in plan, was completed by the United States Bureau of Reclamation by the end of the year and notification was received that the contract drawings and specifications would be despatched early in 1955. It is very pleasant to record the assistance and co-operation which the Public Works Department received from the U.S. Bureau of Reclamation, this being made possible through the U.S. Mutual Security Agency, now the Foreign Operations Administration.

A contract was let, in the last quarter of 1954, for the construction of the \$3 million pipeline from the dam site to the purification plant. The pipe is to be of steel, concrete-lined, of 45-inch internal diameter and will be  $7\frac{1}{2}$  miles long.



*Selangor*

Apart from the new supply noted above, there has been considerable activity throughout the State on new waterworks construction. The chronic shortage of water suffered by Kuala Lumpur was alleviated by several measures, the most important of which was the construction of the Kuala Sleh Boosting Station which will give an extra 2 m.g.d. to the town and will, it is hoped, prevent an acute shortage from developing before the Klang Gates Scheme is completed. Continual building in and around Kuala Lumpur, however, quickly raises the demand and soon takes up any surplus water available.

The satellite town of Petaling Jaya has added a further load to the Kuala Lumpur area water supplies. While a supply from wells in Petaling Jaya itself affords some of the water required, assistance has had to be given from the Sungei Way Supply and this supply must be enlarged until, with the completion of the Klang Gates Scheme, Petaling Jaya can be served from the enlarged Kuala Lumpur supply.

The new Klang and Coast Purification Plant was completed by the end of 1954, but its completion coincided with a drought in the catchment area and severe restrictions had to be imposed on water consumption in the Klang and Coastal area preventing the plant from being put into commission. Piping was arriving at the end of the year for the \$2 million extension to the Kuala Langat Water Supply and some progress had been made on the design of the new \$2½ million supply to the Tanjong Karang rice growing area of Kuala Selangor.

*Trengganu*

While generally progress was satisfactory on the new \$3 million supply to Kuala Trengganu, delay in deliveries of materials and the floods at the end of the year caused delays in this work. It is now hoped that the supply will be put into service in the first half of 1955.

## WORKSHOPS AND MECHANICAL EQUIPMENT

The Mechanical Branch is playing an increasingly important part in the activities of the Department and this has been brought about by the large scale mechanisation of civil engineering works, made necessary by acute shortages of labour and the heavy demands made on the Department by emergency and development schemes. The value of general equipment and vehicles operated by the Department is \$32,500,000 and even now a considerable amount of additional equipment is necessary if the present rate of progress is to be maintained.

The most important function of the Branch is organised maintenance and overhaul of Public Works equipment so that its maximum life is

obtained at a reasonable operating cost; other activities include the selection and purchase of new equipment and technical advice on mechanical problems at State and Federal levels.

### *Workshops*

The Federal Workshops, Kuala Lumpur, with a covered floor area of 140,000 sq. ft. is the base workshops for all major overhauls of heavy equipment. It is fully equipped with modern machine tools for this work, and for the manufacture of structural steelwork on a considerable scale. Other Mechanical Workshops operated by the Branch are located in Johore Bahru, Malacca, Seremban, Ipoh, Penang, Alor Star, Kota Bharu, Kuala Trengganu and Kuantan. They are equipped to overhaul the lighter class of equipment and vehicles allocated from the Federal Pool for State/Settlement use. Work is also undertaken in all workshops for other government departments.

A new departure in the organisation is the development of field workshops which have been found necessary on major projects such as the Maran Road. The use of this type of repair section is reducing the cost of site maintenance and down time in the field. It will require further development in the near future as other major projects are to be undertaken.

The total value of work done in the Federal Workshops, Kuala Lumpur, in 1954 was \$3,135,000, and in the other workshops, it varied between \$150,000 and \$596,000. These figures represent the direct cost of labour and materials and do not include workshop overheads.

Improvements to existing workshops include new steel framed buildings at Kuala Trengganu and Ipoh. The foundations are already prepared and the steelwork received from England for a new tractor repair and vehicle repair shops for Kuala Lumpur. Five additional vehicle servicing units, including hydraulic lifts, have been allocated to various parts of the country to meet the increased demand for this class of service.

### *Activities*

In addition to the general maintenance of equipment, a considerable amount of new works were undertaken during the year; these included the installation of seven new stone crushing plants, the largest being an all electric static plant which is located near Taiping, Perak, and was installed at a total cost of \$300,000. The output of this plant will do much to relieve the acute shortage of crushed metal for road maintenance and construction in North Perak. A considerable number of pumping sets were installed in various parts of the country and steel water storage tanks of up to 50,000 gallons capacity manufactured and



erected for the improvement and development of rural water supplies. Other work carried out by the steelwork section include the manufacture of welded steel irrigation and tidal control gates for the Drainage and Irrigation Department; steel pontoons for the Klang Bridge, a steel framed workshops building for Kuala Trengganu, and ten steel road bridges.

In the marine section at Penang Workshops, 27 shallow and 12 deep-sea vessels were maintained, and 14 new marine buoys manufactured for the Marine and Customs Departments. At Kuala Trengganu, major overhauls were carried out to pontoons and ferry launches which were fitted with new engines.

Other interesting work included the installation of a steam laundry in the State Hospital, Kelantan, the manufacture and erection of a 30 feet lighthouse beacon at Pontian, and special steel moulds for culverts and drains made for the Public Works Department, Brunei.

### *New Equipment*

A wide range of new equipment was purchased and put into operation during the year of a total value of \$5,736,500. This included 100 Albion diesel tipping vehicles, crawler tractors, excavators, crushing plants, compressors, etc. A large percentage of this sum was spent in the United Kingdom. Australia entered the market in a small way for the first time. It may be worth while mentioning that two makes of heavy crawler tractor were imported from the United Kingdom, a source which has been used for the first time by the Department for this type of equipment. Another point of interest is that the gyratory type of stone crushing and granulating plants have also been introduced, and the results so far obtained more than justify the comparatively high initial cost when compared with the jaw type crushing plants already in use.

### *Labour*

There was a considerable improvement in the availability of skilled workshop tradesmen and plant operators towards the end of the year. The additional training and experience gained by both classes on the various types of equipment is already reflected in the improved standard of maintenance now being obtained. No labour troubles were experienced in any of the workshops, and the formation of a trade union for the staff of the Federal Workshops and Stores shows that a keener interest is now being taken by the staff in such matters.

### *Conclusion*

It has been a year of consolidation in which the improvement in the senior staff position has led to increased supervision in the field and workshops and thereby made for greater efficiency and output.

## STORES BRANCH

The functions of the Stores Branch is the procurement, maintenance, and supply of civil and mechanical engineering stores to the Department throughout the Federation; in addition certain common user stores are supplied to other Government departments.

The heavy programme of works on buildings, roads, airfields and water supplies, which necessitated increased demands for all engineering materials, taxed to the utmost the stores capacity of procurement, stock holding and distribution. An indication of the expansion is the increase in turnover from \$6,000,000 in 1950 to \$25,000,000 in 1954.

The stores recording and accounting system, which is sound, was found to be too cumbersome to deal effectively with the ever increasing activities, and caused delay, both in the flow of materials and documentation. Proposals for the revision of procedure were made and approved in October, 1954. A new recording and accounting system, in accordance with modern storekeeping methods, and the use of accounting machines, a fixed price for stores, and the provision of a stores vocabulary and price list is to be adopted. The change over to this new system will take place on the 1st April, 1955.

### *Organisation and Staff*

The Federal Store, Kuala Lumpur, is the main procurer and supplier of materials to the Department. Each State and Settlement maintains a Central or State Store, and each District within the State or Settlement maintains a Dépôt or sub-Store. The chain of supply is from Federal Store to State/Settlement Store, then to Dépôt Stores who supply to users. This organization is operated with a senior staff of one Senior Superintendent of Stores at Federal Headquarters, two Superintendents of Stores in the Federal Stores, and Superintendents of Stores or Chief Storekeepers in charge of each State or Settlement Store. In addition to the normal stores activities, the latter officers are responsible for the supply and maintenance of furniture for Government quarters.

### *Federal Stores, Kuala Lumpur*

The increased stores turnover caused a serious drain on the storage capacity of the Federal Store; however, funds were provided for the erection of two new and modern godowns, which were completed at the end of the year, and will greatly ease the position for the year 1955.

During the year, 271 indents for unallocated stores to an estimated value of \$6,000,000, and 147 indents for special service materials to an estimate value of \$11,000,000, were placed with the Crown Agents.

The total value of stores received and issued respectively was \$13,000,000 and \$12,000,000. The number of orders received were 7,800 and Stores Issue Vouchers prepared numbered 15,000.



There was a marked improvement in the availability of materials both locally and from the United Kingdom, and deliveries also improved. Prices remained steady with no marked increases or decreases.

### DESIGN AND RESEARCH BRANCH

This Branch was formed at Federal Headquarters in 1952, specifically to handle the design of projects for the large reconstruction and building programme, and to apply and develop modern techniques to the problems involved. Rapid progress was made during 1954 but, despite this, demands continued to out-pace the resources of the Branch.

The Branch has been principally engaged on the design of bridges, and reinforced concrete building structures. Among the larger structures designed during the year have been the Bedong and Kepala Batas Bridges, Kedah, the Rasa Bridge, Selangor, and the Parit Botak Bridge, Johore. Designs were also prepared for the reinforced concrete frame and foundations for the new Kuala Lumpur Air Terminal Building and for two 4 million gallon reinforced concrete reservoirs for the Bukit Nanas Water Supply Scheme.

In addition, a number of designs for simply supported beam and slab type reinforced concrete bridges were completed as well as a large number of structural detail drawings for a variety of buildings, for which architectural designs were prepared, either at Headquarters, or, in State or Settlement offices. Notable amongst the latter was the Girls' Primary School at Westlands, Penang.

Designs for 54 projects were completed during the year with an output of 220 drawings. At the close of the year there were 17 other projects in hand. In addition, a large number of designs prepared locally by States/Settlements were submitted for examination and checked.

Work undertaken by the soils and materials laboratories also has steadily increased. In connection with bridge and building foundation problems, embankment and cutting stability investigations, and road pavement thickness assessments, a total of 1,660 soil classification tests and 590 mechanical strength tests were carried out.

Simultaneously with the laboratory tests, field investigations were undertaken. 10 sites were tested with the deep sounding apparatus and deep borings were sunk at 18 sites. On many occasions the field team were accompanied by the specially equipped Mobile Laboratory.

In addition, a variety of materials were tested including 440 individual tests on cement and 1,340 on bitumen. The latter was in connection with fundamental research into the properties of rubber bitumen mixtures in relation to their use in road surfacings. This work is still proceeding.

New equipment of the latest design was received during the year and the Soils Laboratory can now, it is believed, be rated as probably one of the most up-to-date of its kind in the Far East. The process of addition continues.

In the Headquarters Technical Reference Library over forty technical journals are examined monthly and details of the latest techniques are indexed and made available for future reference.

At the end of the year, technical staff included one Senior Executive Engineer in charge of the section, five Assistant Engineers, four Pupil Engineers, three Special Grade Technical Assistants, three Technical Cadets and two Laboratory Assistants. The pupil Engineers are posted to the section as part of their training to enable them to obtain experience in design and research.

#### *States and Settlements Designs, Etc.*

State and Settlement engineering projects are normally carried out either in a small drawing office in the State Engineer's office or by individual officers in the districts.

All States and Settlements produced designs locally for a variety of types of bridges and building structures. In Penang, improvements were planned for Bayan Lepas Airfield in addition to several large drainage schemes. In Negri Sembilan, designs were prepared for reinforced concrete frames and piled foundations for the Seremban Post Office Building and Out-Patients Centre. For Kedah, plans were completed for a new marine jetty.

Good progress was made in Pahang using wet sand mix for road surfacing. As a result of experiments certain conclusions have been reached which will allow for an improved application of the process. Successful experiments were also carried out in Negri Sembilan in regard to methods of removing discoloration from asbestos roofs caused by fungus growths.

## Part IV

### SURVEY

#### REVENUE SURVEY DIVISIONS

It was observed in the 1953 report that the preoccupation of the Survey Department with the task of preliminary demarcation of new villages had resulted in the accumulation of heavy title survey arrears. The programme of the Department in 1954 was intended to reduce these arrears. The numerical strength of the staff was brought up to the authorised establishment by the recruitment of technicians and their training was undertaken departmentally. By the end of the year, 37 trained field parties had been added to the 111 existing parties.



During the year, 30,600 lots were surveyed for title, involving 6,086 miles of traversing. These figures are a post-war record and represent an increase of 37 per cent. and 62 per cent. respectively on the 1953 output of 22,364 lots and 3,742 miles.

The value of work done at schedule rates or at cost was \$1,200,904, of which \$648,591 was recoverable as revenue. The corresponding figures for 1953 were \$1,205,672 and \$531,311 respectively.

Despite this vigorous onslaught, arrears of title surveys continue to mount. The following figures illustrate the position:

Arrears on 31-12-1952	...	66,960 lots
Arrears on 31-12-1953	...	69,656 lots
Arrears on 31-12-1954	...	77,688 lots

To these arrears must be added some 60,000 lots in respect of new villages when final titles for the latter are requisitioned. It is also known that there is a very large number of applications for land in many Land Offices throughout the country, approval of which will result in demands for survey well beyond the present capacity of the Department to handle expeditiously.

The States of Perak, Selangor, Negri Sembilan and Kedah have accepted a proposal that the existing schedule of low fees shall only apply to first alienations of State Land and that in respect of surveys of all land already alienated, actual costs shall be charged. Acceptance by the remaining States is shortly expected.

The priority given to surveys for title during the year reduced the volume of other work normally undertaken. The usual post-monsoon harbour surveys were executed on the East Coast and the Trengganu precise levelling programme was carried as far south as Kemaman. But work on detail surveys required for the planning of extensions to existing towns was severely restricted. This type of survey is urgently required if town development is to proceed on planned lines.

The acting Surveyor-General was appointed a member of the Merthyr Electoral Constituencies Commission and on acceptance of the report of that Commission all Revenue Survey Divisions spent considerable time preparing electoral boundary maps and descriptions for gazettal.

#### TOPOGRAPHICAL DIVISION

It was decided to finance the operations of the Topographical Division from Loan Funds under a programme designed to complete the topographical map of the country in seven years. A sum of 6½ million dollars was so earmarked and of this \$802,907 was spent in 1954.

Field parties operated in Kelantan, Trengganu and Johore, the output being 2,492 square miles completed and 2,500 square miles





Group of Malay women and children in a rural area of Trengganu





By permission J.D. Hastings, Esq.

## THE MOSQUE AT KLANG

[From a Watercolour by Hoh Choo Chuan

compiled from air photography. Field work in parts of Kelantan was hampered by Communist terrorist activities.

The Division also undertook field work in two potential rice production areas on behalf of the Drainage and Irrigation Department. A swampy area of 32 square miles near Briah in the Krian District of Perak was so surveyed, 99 miles of levels and 122 miles of other traversing being provided. By the end of the year work was well advanced on an area of 75 square miles of swamp in Southern Selangor, 59 miles of levels and 118 miles of other traversing having been completed. The total cost of these surveys was \$78,140.

To enable the Division to undertake the contouring of the new survey from existing air photographs and ground control, a grant of \$100,000 has been sought from C.D. & W. funds for the purchase of Multiplex apparatus. Pending the arrival of this apparatus, a small contract was placed with a British firm for contouring during 1955.

#### HEADQUARTERS DIVISION

##### *Cartographic Branch*

This Branch, comprising the Central Drawing Office and Photo-Litho Section, operated at full pressure during the year and the value of work done was \$575,013, an all-time record. The corresponding figures for 1953 and 1952 were \$574,973 and \$446,133.

Negatives made	...	...	467
Printing plates made...	...	...	928
Photostats, sunprints, etc.	...	...	8,697

Among the maps produced were:

- Seremban Town, 4 chains to an inch
- Penang Land Utilization, 1 mile to an inch
- Forest Resources of Malaya, 12 miles to an inch
- Ipoh Town Air Mosaic
- 24 Topographical sheets.

Work on the Kelantan Land Utilization Map (the last of the series), Kuala Lumpur Town Map and air mosaic is well advanced and the fair drawing of 20 new series topographical sheets was completed. Miscellaneous work included the production of Singapore City Sheets and Gazetter map, a map for Brunei and various maps and charts for official reports. Security work included the production of motor vehicle licences, Federation Government Stock Certificates, Rubber Planting Scheme vouchers and War Damage Commission cheques.

##### *Instrument Repairing Branch*

The work of this branch has expanded to such an extent that less than half its services are now concerned with the Department. The acceptance of a commitment for the maintenance and repair of several



hundred calculating machines, the property of other Government Departments, has taxed the limited manpower resources of the Branch.

The value of work done in this Branch was \$167,087, an all-time record. The 1953 figure was \$152,610.

As far as is known, this is the only organisation of its kind in this part of the world and its services are in demand by Government Departments even as far away as Hong Kong. The comparatively small amount of money spent in maintaining the Branch is negligible in comparison with the benefits derived. Extremely valuable scientific instruments of all types have been and are reconditioned and put back into useful service. Their value runs into millions of dollars.

A pleasing feature is the increasing use being made of the facilities for research and design in the Branch. Before the war, for example, interesting experiments were made on the subject of optical glass fungi. It is hoped that the addition of much-needed staff will permit an expansion of research activities.

#### GENERAL

##### *Map Sales*

The sale to the public of most of the maps published by the Department is severely restricted on security grounds as an Emergency measure. For this reason, the revenue accruing to Government under this head was \$11,028 only. Members of the public are becoming more "map conscious" and, when the Emergency restrictions end, it is intended to re-open the pre-war map sales agencies.

The production of a new map catalogue has been shelved for the duration of the Emergency and it is similarly impossible at present to consider the production of special maps to meet tourist needs.

##### *Staff*

Five expatriate Surveyors were recruited, two from New Zealand and three from the United Kingdom. Two Technical Assistant Super-scale, six Technical Assistant Special Grade and seven Technicians Special Grade vacancies were filled by promotions of serving officers. All existing vacancies had been filled by the end of the year.

##### *Malayanisation*

Seven Malayan scholars returned to the Department from overseas and one scholar went to New Zealand under the Colombo Plan. Three of the returning scholars obtained their professional qualifications and appeared before the Public Services Commission for promotion to Division I rank of Surveyor. The examination results of overseas scholars in 1954 were very disappointing and it is feared that from now

on promotions to Division I will, in spite of the utmost encouragement to serving officers, be comparatively few. The cream of the brains among serving officers of the Department have already been promoted. There are now fourteen Malaysians in Division I. For the Division I officers of the future, the policy should be to accept holders of the Higher School Certificate for a four-year course of training at the Technical College in preparation for external professional examinations.

### *Expansion*

The output of lots surveyed for title in 1954 was 30,600. But in 1939 the figure was about 41,000 and in 1930, 70,000. Expansion of the staff of the Department is necessary to keep pace with the demand for surveys. There is also an acute shortage of experienced senior officers on whom falls the burden not only of professional administration but also that of training any intake of recruits which may be decided upon in the expansion programme.





## Chapter XII

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### TRANSPORT AND COMMUNICATIONS

#### Part I

#### ROADS

##### MAINTENANCE

Six thousand three hundred and fifty-four miles of road were maintained during the year and of this mileage 2,270 miles were Federal roads and 4,084 miles were State roads. Appendices G1 and G2 give particulars as regards types of road, surfacing carried out and expenditure. On Federal roads, of the total mileage 8.6 per cent. was resurfaced with bituminous surfacing and 5.06 per cent. was surface-dressed. On State roads the corresponding figures are 6.6 per cent. and 3.9 per cent. The costs per mile for maintenance on Federal roads and State roads were \$4,444 and \$3,921 respectively.

In some districts, surfacing by the three coat penetration macadam method was tried and proved to be economical as well as technically satisfactory, and it was found that the finished surface gave the appearance of a premix wearing course. On the East Coast, where satisfactory sand deposits are available, the wet sand mix process was adopted and very rapid progress was found to be possible. On one occasion, in fact, as much as 36 chains of 12 ft. wide carriageway were surfaced in a day. Elsewhere, particularly in Negri Sembilan, the tendency has been to use a premix in resurfacing and, here again, costs compare very favourably with ordinary penetration macadam work. The use of rubber in road surfacing is dealt with in a separate paragraph below.

The use of lallicide in the control of lallang on sidetables was tried extensively in Province Wellesley and in Perak. Undoubtedly success in controlling the lallang growth was achieved, though costs were high; but unfortunately in many cases severe erosion of the sidetables occurred, and the danger of fire where the lallang had withered was very real.

The use of graders on the maintenance of earth roads and gravel roads on the East Coast and in Kedah made conditions for traffic reasonable, and kept maintenance costs to a minimum. Sidetable shaping by grader in Central Kedah has resulted in a noticeable improvement to drainage and in general appearance.



A departure from normal procedure has occurred in Province Wellesley where road surfacing over a length of 9.06 miles was carried out by contract. Normally all work of this nature is done by departmental labour and equipment, but special circumstances existing made it possible for a contractor to carry out the work efficiently and very economically.

The maintenance of sidetables by contract has been tried in Kedah and Malacca. Although it is too early to assess the advantages to be gained, it is evident from results obtained in Kedah that work of this nature can be done satisfactorily by contract labour and, in addition, there is the obvious advantage of reducing a departmental labour force, which has to be housed and provided with other perquisites, such as sick leave and holiday leave.

#### ROAD DEVIATIONS AND IMPROVEMENTS

In connection with the Federal road system Loan Funds were made available late in 1953 for a programme of work covering improvements to certain routes. The programme is planned for a period of seven years and includes:

Improvements to Routes I and II which are, respectively, the Johore Bahru/Segamat/Kuala Lumpur/Ipoh/Butterworth/Alor Star/Thailand Route and the Port Swettenham/Kuala Lumpur/Kuantan Route via the Temerloh/Maran Road now under construction.

Improvements to the East Coast Road, Kuantan to Kota Bahru.

Considerable planning was necessary to put the above schemes into operation and, in addition, equipment costing over \$5 million had to be purchased. Accordingly progress during the first full year 1954 has not been outstanding. However, the following are major items on which work has commenced:

##### Route I—

16½ to 17½ mile deviation in Johore where a straight road replaces a section of road on which alignment was unsatisfactory and a source of danger to traffic. Good progress was made and at the end of the year only the surface course remained uncompleted.

\* Deviation at Chengkau, Negri Sembilan, where a level crossing on an extremely difficult and dangerous alignment will be eliminated by a bridge over the railway. Road work, except for the surface course, has been completed but the bridge over the railway is still under construction.

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\*(This project was commenced before the improvement schemes payable from Loan Funds were approved and is not, therefore, a charge to Loan Funds.)

\* Deviation at Rembau in Negri Sembilan where the town is to be by-passed and a dangerous level crossing will be eliminated. The road has been completed except for the surfacing but two bridges are still under construction.

Deviation 17½ to 19 mile south from Kuala Lumpur in Selangor where a very tortuous and dangerous section of road is being replaced by a stretch of new road to recognised standards. Progress here has been very satisfactory and all earthwork is virtually completed although the project started late in the year.

Deviation 16 mile north of Kuala Lumpur in Selangor where two dangerous and difficult bends have been eliminated by a well aligned route—part in cut and part in fill. The work has been deliberately delayed so that adequate consolidation of the embankment could take place before final surfacing. It is interesting to note that in the base course mining ballast, of which there are large deposits in the area, has been used. Surfacing is by the three coat penetration macadam process. Extensive turfing was also necessary.

Sungei Cheoh deviation in Selangor between mile 19¼ and mile 23 was commenced at mile 23 and by the end of the year the culvert construction and 90 per cent. of the earthwork was completed in phase I of the project which covers the section mile 22 to mile 23 only. The existing alignment is bad and the carriage-way has little value.

Sungkai deviation between mile 49¾ and mile 53¼ south of Ipoh progressed slowly during the year, as very difficult soil conditions were found in double cuttings where kaolin prevailed. Extensive drainage and benching back of the sides of the cutting were necessary. However 90 per cent. of the earthwork has now been finally completed and 40 per cent. of the crusher run base course has been laid.

Deviation in 48 mile north of Ipoh where 0.87 miles of new road replaces a section badly aligned. A comprehensive system of sub-base drains in herring-bone formation together with longitudinal drains near the edges of the carriageway were necessary throughout the length of the road. It might be of interest to mention here the specification for the pavement which is common on roads of this type:

- 2" Sand blanketing course;
- 6" Quarry waste or mining gravel;

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\*(This project was commenced before the improvement schemes payable from Loan Funds were approved and is not, therefore, a charge to Loan Funds.)



6" Crusher run base course;  
3" Grouted surface;  
 $\frac{1}{2}$ " Seal.

The road has now been open to traffic for some time and in spite of difficult conditions no settlement has occurred.

On the Krian section of Route I south of Parit Buntar 3 miles of road were constructed using crusher-run material for strengthening of the pavement followed by a 3" penetration macadam wearing course. As an indication of cost the figure of \$80,000 per mile is of interest and it may be recorded that this specification for reconstruction has proved successful since it was started in 1953 on a very difficult stretch of road where embankment with deep irrigation drains on either side has stood up to heavy traffic.

Formation widening south of Alor Star has progressed rapidly and  $15\frac{1}{2}$  miles have been completed. On this stretch of road a 20 ft. carriageway exists in a 22 ft. wide formation with deep irrigation canals on either side. The work now being carried out will give a formation width of 30 ft. and, although the average lead from the earth quarry is as much as 8 miles, an all in cost of \$1.12 per cubic yard only, inclusive of consolidation by a vibrating roller, has been obtained.

#### Route II—

The Genting/Sempak deviation at the top of the pass in Pahang immediately beyond the Selangor/Pahang boundary is now open to traffic with a water-bound crusher-run surface. This deviation, half a mile in length on a gradient of approximately 1 in 10, replaces  $2\frac{1}{4}$  miles of narrow winding road which has always been dangerous and tiring. The bituminous surfacing has been postponed pending consolidation under traffic; but the road is settling down well and the care in providing adequate drainage in the double cuttings has been fully justified.

Deviation at  $78\frac{1}{2}$  mile near Karak between Bentong and Mentakab is being carried out primarily as a security measure as several incidents have occurred on the difficult bend hemmed in between the river and high ground. Progress has been delayed by difficult soil conditions which necessitate elaborate sub-drainage. All earthwork and drainage have now been completed.

#### East Coast Road—

Kuantan to Kemaman.

The wet sand mix surfacing process was used in this section of the road and a total length of  $3\frac{1}{2}$  miles was completed.

Kemaman/Dungun/Kuala Trengganu/Trengganu/Kelantan boundary.

Considerable progress was made in this section. The type of surface selected depended on materials available in the area. In addition to the need for surfacing, strengthening was in most cases necessary as little or no foundation existed. In the Kemaman area, where 7 miles of road was reconstructed, the specification used included 6" block pitching or crusher-run material in the base course with a 3" penetration macadam wearing course. In the Dungun/Marang area there is no granite or other suitable road metal available and the wet sand mix process was used with success—a total of 7 miles being surfaced during the year. North of the Trengganu River the specification is similar to that used in the Kemaman area and in this section a length of 14 miles was completed. Further north, immediately south of the Kelantan boundary, the existing laterite road has been sealed in a two-application process—the first being cutback with 50 per cent. dieseline and the second straight bitumen of 80/100 penetration.

#### Other Federal Roads—

Kuala Kubu/Gap Road.

A very noticeable improvement has taken place in this stretch of road. No major deviations are possible but improvement has been achieved by the cutting back of slopes to give improved horizontal sight distance, widening, super elevation of the carriageway on bends and resurfacing with the three coat penetration method. A total length of  $4\frac{1}{2}$  miles was resurfaced.

The Gap/Benta/Maran Road.

Good progress in widening to 16 ft. has been achieved and a total of  $16\frac{1}{2}$  miles was completed during the year.

#### State Roads—

No major improvement to State roads was carried out from special provision during the year.

#### NEW ROADS

##### *Federal Projects—*

Temerloh/Maran Road.

The major project in the Federation is still the Temerloh/Maran Road which is being constructed with Colonial Development and Welfare funds. The road is 29 miles in length and will, when completed, form part of the West/East link—Port Swettenham/Kuala Lumpur/Kuantan. Progress during the year has been excellent and under favourable weather conditions



jeep traffic was possible. The position at the end of the year was as follows:

Earthwork completed except for 2.60 miles—in this uncompleted section work is 95 per cent. complete over 1.30 miles.

Formation completed except for 2.66 miles.

Gravel surface or better completed for 24.67 miles.

Culverts completed throughout.

Six major bridges are under construction and five have not yet been commenced; but temporary bridges are available for use and no delay in the opening of the road will arise from the backlog in bridge construction.

Sekinchang/Sungei Besar/Utan Melintang Road.

This project will, when completed, provide access to the rich rice growing coastal plain of Selangor. The planned length of the road is approximately 32 miles of which  $8\frac{1}{2}$  miles is already open to light traffic, and in addition earthwork for the road embankment has been completed to a length of  $9\frac{1}{2}$  miles.

Emergency Roads.

A list of the more important roads completed or under construction is as follows:

Penggerang Peninsula Road, Johore, 7 miles in length.

Batu Kikir/Terentang Road, Negri Sembilan,  $3\frac{1}{2}$  miles in length is 50 per cent. completed.

Mahsan Village/Glendale Estate Road, Negri Sembilan.

Work commenced late in the year and is 50 per cent. completed.

Triang/Mengkuang/Kemayan Road. Progress has been slow with difficult weather conditions prevailing; but by the end of the year the section Triang/Mengkuang was nearing completion.

Jeli/Batu Melintang Road, Kelantan. Work continued on this road until April when funds were diverted to other projects. A decision to restart was made late in the year but the onset of the monsoon made this impossible.

Approach Roads.

The following new V.H.F. Approach Roads are under construction or completed:

Bukit Pelindong in the Kuantan area of Pahang.

Bukit Bakar in Kelantan.

Bukit Singgora in the Maran area of Pahang where the road is approximately  $1\frac{1}{2}$  miles in length and has a maximum gradient of 1 in 4.

*State Projects—*

Kota/Lubok China Road in Negri Sembilan.  $3\frac{1}{2}$  miles of this new road were completed during the year.

Access Road to Changkat Keruing in the Dindings, Perak. The full  $3\frac{1}{2}$  miles length of this road was completed in  $3\frac{1}{2}$  months by temporary unskilled labour.

Pasir Panjang Road, Dindings, Perak. 3 miles of road were constructed, using cut back bitumen in soil stabilisation. It is worth noting that one section of 2 miles was completed in 23 days.

Telok Anson to Sungei Manik Road, Perak. The road was open to light traffic at the end of the year, but bituminous surfacing remains to be laid.

Resettlement Roads. In all States considerable progress was made on Resettlement roads constructed hastily in the first place and now requiring finishing touches.

#### RUBBER ROADS

In States and Settlements sections of road were surfaced with rubberised bitumen, either latex or rubber powder being incorporated in the bitumen. In most States/Settlements the work was in semi-grouting or in surface dressing, and physical difficulties remained great. In Negri Sembilan, however, where premix material was produced on a large scale, more accurate measurement of rubber, bitumen and aggregate was possible and a length of road 1.09 miles long was laid for future observation. In addition to the control section in which there was no rubber there were a number of sections with varying bitumen content measured as a percentage of the total mix and varying rubber content measured as a percentage of bitumen.

In July the Director of Public Works, Mr. K. Nankivell, and the Senior Executive Engineer, Design and Research, Mr. S. E. Jewkes, visited Washington, where the Natural Rubber Bureau has its headquarters. They were shown works on roads incorporating the use of rubber and had discussions on the various methods used. As a result of this visit it has been decided to construct a plant to produce rubber bitumen concentrate with a 20 per cent. rubber content. The concentrate will then be used with bitumen in bulk in such proportions as to obtain the correct percentage of rubber. In addition, the process whereby rubber powder is introduced into the premix before bitumen



is added is being adopted and in Province Wellesley a stretch of road  $\frac{3}{4}$  of a mile long was surfaced with  $\frac{3}{4}$ " premix having rubber introduced in this manner.

It is interesting to note the cost of rubber in roads. As an example a 2" premix surface laid in Negri Sembilan cost \$1.71 per square yard without rubber. The cost of adding Pulvertex rubber powder would increase this figure by 67 cents per square yard, and if Harcrumb powder were used the increase in cost would be 46 cents per square yard. These costs will not, however, at present curtail the use of rubber in roads in this country as the need for establishing its value remains.

#### PLANNING

In connection with the Improvements to Routes I and II planning has progressed well and there are now a number of schemes ready for execution.

The major work of planning, other than on Routes I and II, was for the Rompin/Gemas Road. This project has been given priority for security reasons.

#### QUARRYING AND CRUSHING OF STONE

There are still far too many small quarries in operation—the legacy of the days when efficient transport was not available and when broken stone for road surfacing was generally obtained manually. The introduction of crushing equipment and of good motor transport makes many of these quarries redundant. Steps are now being taken to centralise the winning and crushing of stone for road making.

During the year the Static Baxter Crushers, which are in general use in the Department, have been supplemented by larger crushers:

In Assam Kumbang quarry near Taiping, Perak, an electrically driven crushing plant is being installed. The plant includes a  $36 \times 10$  secondary crusher and  $36 \times 7$  granulator delivering crushed material via a 20" belt conveyor and two vibrating screens to storage bins of 180-ton capacity. When  $\frac{3}{4}$ " chippings are required the material may by-pass the bins and go through a 24" gyrasphere.

At Kalumpang quarry, North Selangor, a 13B gyratory crusher with an output of 60 tons per hour was installed.

Four 8B portable gyratory crushers of 30 tons per hour capacity have been purchased—two being already in use.

A portable  $32 \times 18$  toggle type crusher with an output of 80 tons per hour is available for feeding the 8B gyratories, the plan being to produce with this machine sufficient stone  $5\frac{1}{2}$ " down to meet the needs of the gyratories at the various sites at which they operate.

In association with the above equipment belt conveyors are used and a number of these conveyors have also been brought into use to assist in loading in less well equipped quarries.

The ever recurring problem of insufficient chippings has been tackled by the introduction of 24" gyrasphere granulators.

The main problem in the production of crushed stone is still the winning of stone at the quarry face, and a survey of the larger quarries with a view to improving production has commenced. A scheme has been finalised for the Batu Caves quarries in Selangor. Mass blasting has yet to be used with any appreciable success, as fragmentation is generally poor and the problem of secondary blasting remains. Climax wagon drills, boring 3" diameter holes, have recently been purchased and further mass blasting is contemplated.

#### BRIDGES AND CULVERTS

##### *Federal*

The release of Loan Funds for improvements to Routes I and II and the East Coast road gave impetus to the bridge replacement programme, and the following is a list of bridges on which work is in hand, or completed:

Bridge 1/51, Johore, is under reconstruction and at the end of the year abutments and river piers had been completed and false-work and reinforcement for the deck were in place. The bridge will have a span of 90 ft. and will replace a Bailey bridge.

Bridge 50/2, Tampin/Gemas Road, 120 ft. in length, is being built to replace the existing timber bridge. All piles have been driven and capping beams were nearing completion at the end of the year. Departmental labour only is being employed.

Rasa bridge, Selangor. Piles have been cast and a test pile driven. The bridge will be 200 ft. in length.

Sungei Bernam bridge, Tanjong Malim, Perak. Work commenced late in the year on the 150 ft. long bridge and so far casting of piles only is in hand.

Nibong Tebal bridge, Province Wellesley. Work on this bridge was commenced in March, 1954. The work involved replacement of damaged steel-work in the main span and of all deck troughing.

Permatang Tinggi bridge, Province Wellesley. The 90 ft. bridge in replacement of a Bailey bridge was commenced late in the year.

Muda River bridge on the boundary between Kedah and Province Wellesley was commenced in the second half of the year. The work involves replacement of two spans, totalling 310 ft. and



one pier blown in December, 1941. At the end of the year cofferdam work was in progress and all debris had been removed. Alor Star bridge. Work on the new 250 ft. bridge at Alor Star over the Kedah River has progressed satisfactorily, and at the end of the year the two shore abutments and one river pier had been completed. The other pier is approximately 70 per cent. complete. Erection of false-work to support the deck has commenced. Kepala Batas bridge, Kedah, 240 ft. in length over the Sungei Besar has been commenced and the casting of piles was 60 per cent. complete at the end of the year.

Kuala Ibai bridge, approximately 6 miles south of Kuala Trengganu, 480 ft. in length which will replace an existing timber bridge.

Kampong Buloh bridge, on the road between Kuala Trengganu and the Trengganu/Kelantan boundary which will have a length of 120 ft. and replace a timber bridge.

In addition to the bridges listed above, work on Federal bridges was as follows:

Kesang bridge on the Johore/Malacca boundary, 150 ft. in length, will replace the existing temporary structure. Work commenced in the second half of the year, but half the bridge was completed and opened to traffic before the December floods occurred. It was unfortunate that much of the false-work for the remaining half of the bridge was damaged by flood waters.

Bridge 26/2, Kuala Pilah/Bahau road over the Muar River with a length of 210 ft., and having a carriageway 22 ft. wide and two sidewalks, was completed entirely by departmental labour. The excellence of the result and the low cost fully justify the use of departmental effort instead of the employment of a contractor.

Bridge 1/66 at Parit Botak on the Pontian/Batu Pahat road was commenced. The bridge 87 ft. long is associated with an irrigation scheme. Extremely difficult foundation conditions have been successfully overcome.

#### *State*

Bridge 1/150, Segamat/Muar Road, 25 ft. in length, was commenced.

Bridge 14/2, Broga Road in Negri Sembilan, in three spans totalling 56 ft., is being constructed to replace a 60 ft. Bailey bridge.

Blanja bridge over the Sungei Perak was completed and opened to traffic. The bridge, 800 ft. in length, is constructed to low level and will, in time of flood, be closed to traffic but for very limited periods compared with the former ferry. One span is removable to permit the passage of river craft.

Bridge 1/16, Ara Kuda Road, Province Wellesley, 48 ft. in length, was completed and replaced a temporary timber bridge.

Sungei Tunjang bridge, Kedah. This 90 ft. long bridge, 15 ft. wide, was designed and constructed in Kedah. The overall cost of \$36,000 is of special interest.

#### FERRIES

The Department maintains ferries on Federal roads in Trengganu and Pahang. In Trengganu there are eight ferries and in Pahang three including the ferry at Temerloh, which was originally provided for the construction of the Temerloh/Maran Road but which is now in use by the public and will eventually carry Route II traffic on the new road.

The maintenance and running costs of these ferries are high and the service is, of course, less than the motoring public desire. Everything is being done to replace ferries by bridges where the length of crossing permits and schemes are now in preparation for such replacements at Dungun, Kuala Ibai and Jerteh in Trengganu. The need for a bridge at Dungun is particularly urgent as silting up of the river on the ferry route leads to long interruptions of the service and the south approach in monsoon weather is precarious. Flood conditions at Jerteh likewise cause interruption.

A new Thornycroft launch and two new steel ferry pontoons are on order for the Temerloh crossing.

State operated ferries number three, two of which are in Perak and one in Selangor. The Kuala Selangor ferry was brought into operation early in the year and at first the inexperienced crew encountered considerable difficulty in berthing and departure. Improvement has, however, been noticeable during the year and this ferry has proved invaluable in bringing out the rice crop from the coastal plain of West Selangor.

#### PONTOON BRIDGES

Pontoon bridges were maintained at Permatang Puah in Province Wellesley and at Klang in Selangor where two bridges carry traffic in opposite directions. The bridge in Province Wellesley has a Bailey superstructure carried on reinforced concrete pontoons and the cost of maintenance, though high, is considerably less than at Klang where steel pontoons are used. Cathodic protection at Klang was commenced late in 1952, but pontoons slipped in 1954 did, in fact, reveal considerable pitting. It is evident, however, that this pitting has arisen more from the infrequency of painting than from ineffectiveness of the cathodic treatment. A strict schedule for slipping and painting has now been adopted. To facilitate slipping, a new slipway has been



constructed and the old slipway repaired. As a precaution in case of possible failure of any of the pontoons, two new pontoons have been constructed and were, at the end of the year, ready for use.

#### TRANSPORT

In spite of the purchase of 100 new Albion lorries during the year, departmental transport remains inadequate, and in most States/Settlements it has been found necessary to employ contractors' transport. The difference in cost is very appreciable as in some States contractors' transport is as high as 46 cents per ton mile compared with a figure of  $6\frac{1}{2}$  cents per ton mile achieved in Negri Sembilan where new  $6\frac{1}{4}$  ton Albion lorries, together with the standard 5 ton vehicles, were employed on one project. The figure of  $6\frac{1}{2}$  cents does not include depreciation, but even with the addition of  $2\frac{1}{2}$  cents to cover depreciation, the economy in using departmental transport is apparent.

The use of excavators, traxcavators and belt conveyors in loading lorries has resulted in an appreciable reduction in handling costs.

#### FLOODS

Normal minor flooding occurred at intervals during the year, but exceptional flooding in December in Johore, Negri Sembilan, Malacca, Pahang and Trengganu resulted in considerable traffic delays. On Federal roads, Route I in Johore was in places under 5 feet of water and remained impassable for eight days; but through traffic Singapore/Kuala Lumpur via Batu Pahat and Muar was possible except on one day. The Kota Tinggi/Mersing road and the Pontian/Batu Pahat road in Johore were also seriously affected. In Pahang, the ferry at Jerantut was closed for seven days and many sections of Route II between Bentong and Temerloh and of the Benta/Kuantan road were under water and impassable. In Trengganu, flood conditions hampered the operation of the ferries at Dungun and Jerteh and several sections of the East Coast road north of Kuala Trengganu were inundated.

State/Settlement roads likewise were inundated and conditions in the Muar area of Johore—there was as much as 9 ft. of water over one road—in Malacca, and in the Temerloh area of Pahang were particularly bad.

Damage occurred on Federal roads in Johore where the approach to a new bridge on Route I was washed out and in Trengganu where unsealed sections of road suffered appreciably.

On State roads, damage was most severe in Malacca where two bridges were washed away.

## STAFF

Except for the Temerloh/Maran road staff, the only officers whose work has been mainly in connection with roads were the Assistant Director (Roads and Airfields), and, for short periods, the Assistant Engineers seconded from the Federal pool for work on planning in States/Settlements.

Normally all road work is carried out by District Engineers as part of their normal duties and in general it must be admitted that supervision is inadequate. On projects where earth moving equipment is engaged it has been established that Works Assistants (Mechanical) are invaluable, not only in maintaining plant in running order, but in ensuring that the plant works whenever weather conditions permit and in the manner for which the machines were designed. It is most unfortunate that the number of Works Assistants available is so limited, as in their absence, output generally falls to less than 50 per cent. of optimum.

## AIRFIELDS

*Maintenance*

A total of 10 main airfields, i.e. airfields on which Dakota and even larger aircraft can operate, were maintained during the year. In addition a total of 17 Beaver Strips were maintained. The total cost of maintenance of all airfields was \$333,175.

*Improvements*

## Ipoh Airfield.

Considerable work was carried out at the Ipoh Airfield where 7,800 square yards of runway were resurfaced with a premix carpet coat and the drainage was improved by the laying of 1,387 ft. of concrete drains, 11,210 ft. of sub-soil drains and 3,900 ft. of rubble drains.

## Kuala Lumpur Airfield.

Extension to the overrun of the Kuala Lumpur runway was commenced and at the end of the year was 80 per cent. completed.

## Kota Bharu Airfield, Kelantan.

At the Kota Bharu Airfield, work on the construction of the parking area and the approach road for the new terminal building was completed and work on the building proper started late in the year.

*Construction*

The Gua Musang Beaver Strip in Kelantan was completed towards the end of the year; but in wet weather the clay surface was found to be too slippery for take-off and landing. A layer of clinker obtained from Malayan Railways has been spread and this has improved the surface, but an additional layer is considered necessary.



*Planning*

Penang Airfield.

A project for the extension and straightening of the runway has been approved for 1955 and investigations and planning were carried out in the year under review.

*General*

Alor Star Airfield, Kedah.

To meet a special operational need Valetta aircraft were permitted to land on the Alor Star Airfield. Serious damage was caused at the north eastern end of the runway by these aircraft and it was necessary to close half the runway width for a period of two months while repairs were carried out.

The Beaver Strip at Benta in Pahang suffered some damage as a result of frequent use by operational aircraft in wet weather and special resurfacing work has become necessary.

There were two further subsidences at Ipoh during the year; but both were well away from the runway and operation was not affected in any way.

## Part II

### ROAD TRANSPORT

On 1st January, 1954, the taxation on commercial vehicles was increased. The increases in respect of vehicles using dutiable fuel were not of great significance but other vehicles, which hitherto had been in a relatively favourable position, became liable to taxation increases designed to produce revenue equivalent to that obtained, by licence fees and petrol duty combined, from petrol-driven vehicles. The diesel vehicle, however, still has a great advantage in fuel costs, diesel fuel costing \$0.54 per gallon as against \$0.74 per gallon (not counting \$0.73 per gallon duty) for petrol. In addition, the diesel engined vehicle scores further from its greater mileage per gallon, which averages 50 per cent. more than an equivalent petrol vehicle.

Regulations were made towards the end of the year to bring into force on 1st January, 1955, a revised licensing system, with the primary object of ensuring that no vehicle is licensed for any period in respect of which it is not covered by insurance against third party risks. Provision was also included for twelve-monthly licences, for which a popular demand existed.

Regulations were made to bring under control, from 1st January, 1955, "hire-and-drive" motor cars. Businesses operating these vehicles had grown considerably in recent years and certain undesirable features, affecting particularly safety on the roads, had rendered control essential. The taxation on the vehicles was also raised to commercial levels.

A Select Committee of the Legislative Council, appointed to consider the problem of increasing Malay participation in the road transport industry, had nearly completed its work by the end of the year. In the meantime, the draft Road Traffic bill had still to be held in suspense, and pending the issue and consideration of the Committee's report, a general freeze was maintained upon the issue of commercial vehicle permits.

The total number of vehicles registered in the Federation on 31st December, 1954 was 100,538, comprising 49,161 private cars, 18,125 motor-cycles, 2,069 omnibuses, 3,363 taxis, 17,948 commercial load-carrying vehicles, 2,397 road rollers, tractors, etc. and 7,475 Government owned vehicles of various types. During the year, buses travelled 116 million miles and carried 224 million passengers.

There were no Communist terrorist attacks on buses during the year and it is pleasing to record that 133 new buses were put into operation, which represents an effort by the bus companies to make good the heavy losses sustained during the early years of the Emergency.

## Part III

### MALAYAN RAILWAY ADMINISTRATION

The Malayan Railway provides both passenger and freight services between Singapore and the great majority of the principal towns in the Federation. The main line from Singapore divides at Gemas. The western route, with branch lines to Port Dickson, Port Swettenham, Teluk Anson and Port Weld, runs via Kuala Lumpur and the main centres on the west coast, including Penang, to join the State Railway of Thailand at Padang Besar. The eastern route runs northwards through central Pahang and Kelantan to Tumpat, and also connects with the State Railway of Thailand at Sungei Golok.

There has been comparatively little Communist terrorist action against the Railway during the year and regular schedules of train services have been maintained. Improvements have been made in both passenger and freight train services.



Extensive flooding occurred in Johore during December, 1954, which resulted in the stoppage of through services between Kuala Lumpur and Singapore for a period of nine days.

The cost of repair work necessitated by the floods amounted to \$200,000 and the revenue during the closure period suffered considerably.

#### FINANCIAL STATEMENT FOR THE YEAR 1954

Gross Revenue	...	...	...	\$61,063,570.35
Gross Expenditure	...	...	...	51,674,368.95
Nett Revenue	...	...	...	9,389,201.40

*Note.*—Operating expenditure includes an amount of approximately \$34,750 directly attributable to Emergency conditions.

#### Appropriation of Nett Revenue:

Arrears of Salaries and Wages	...	...	...	...	\$ 293,362.32
Reserve for Uncompleted Works and Services	...	...	...	...	738,483.63
Annual Contribution to Renewals Fund	...	...	...	...	5,028,700.00
Arrears of Contribution to Renewals Fund	...	...	...	...	2,438,646.08
Contribution to Renewals Fund (Additional) (Port Swettenham)	...	...	...	...	429,540.38
Refund of charges on Postal Mails overcollected during the year 1953	...	...	...	...	12,642.95
Arrears of Assessment charges on Railway Property	...	...	...	...	188,136.90
Refund of Storage charges at Prai overcollected during the year 1953	...	...	...	...	255,859.14
New and improved works	...	...	...	...	3,830.00
					<u>\$9,389,201.40</u>

Special Expenditure during the year 1954 was incurred as follows:

#### (i) Reconstruction and Rehabilitation Works—

(a) Financed from Loan Funds	\$4,898,293.64	
(b) Financed from Railway Resources	181,949.67	
	<u>5,080,243.31</u>	

#### (ii) New Capital Works—

(a) Financed from Loan Funds	4,987,447.15	
(b) Financed from Federal General Revenue	501,384.34	
(c) Financed from Railway Resources	249,000.00	
	<u>5,737,831.49</u>	

#### (iii) Renewal of Wasting Assets—

Financed from the Renewals Fund	...	...	...	...	4,611,552.36
					<u>\$15,429,627.16</u>

## OPERATING STATISTICS

Item	Unit	1954	1953
Route miles open to traffic ... Miles ...	...	1,028	984
Passenger Train Mileage ... Miles x'ooo...	...	1,601	1,385
Passenger Journeys ... x'ooo...	...	6,812	6,632
Average Receipt per passenger journey ... \$ ...	...	2.13	1.99
Goods Train Mileage ... Miles x'ooo...	...	2,418	2,257
Paying Goods Tonnage ... Tons x'ooo ...	...	2,123	2,043
Paying Goods Ton Mileage ... Ton-Miles x'ooo ...	...	231,870	229,857

## THE EMERGENCY AND THE RAILWAY

There were sixty-one incidents on the Railway caused by Communists terrorists during the year but these were generally of a minor nature. Although the track was tampered with on twenty occasions only three derailments resulted therefrom and there was no loss of life. Casualties due to Communist terrorist action were limited to one Railway employee and one member of the Federation Police Force being injured. One attack was made on a permanent way gang line. The Railway's signal and telecommunication equipment was tampered with on forty occasions. Damage to engines and rolling stock was limited to one locomotive, two wagons and a pillbox.

## GENERAL REHABILITATION

Minor items of rehabilitation within the workshops completed the re-construction programme at Sentul with the exception of the building of a new Carriage Shop.

## EQUIPMENT

*Locomotives*

The stock of locomotives at the end of the year was:

## Main Line:

Oil Fuel Burning ...	99
Coal Burning ...	51

## Shunting:

Diesel ...	23
Steam ...	15
Miscellaneous (including Steam Railcars) ...	8

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196

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The first three of six diesel hydraulic shunting locomotives on order from the United Kingdom were received in December and will be placed in service at Port Swettenham.

At the end of the year work was started on the conversion of the final group of 38 locomotives to oil fuel burning. Additional storage tanks for fuel oil have been completed at various locomotive depots.



Plans are now in hand for the introduction of diesel electric traction for main line services.

### *Coaches*

The coaching stock at the end of the year comprised:

Air conditioned coaches	...	...	...	...	...	11
First class coaches...	...	...	...	...	...	22
First and second composite	...	...	...	...	...	17
Second class coaches	...	...	...	...	...	59
Second and third composite	...	...	...	...	...	16
Third class	...	...	...	...	...	168
Miscellaneous	...	...	...	...	...	27
						<hr/> 320 <hr/>

During the year 20 Third Class coaches and two Passenger Vans were built at Sentul Works and put into service.

### *Wagons*

The stock of wagons at the end of the year was:

Four-wheeled vehicles	...	...	...	...	...	3,936
Bogie vehicles	...	...	...	...	...	1,941
						<hr/> 5,877 <hr/>

During the year 230 new four-wheeled wagons and 44 new bogie wagons were placed in service, and certain life-expired and unserviceable wagons were scrapped.

### NEW WORKS

The development of Brickfields Goods Yard in Kuala Lumpur is proceeding and a large new transit shed of modern design was completed in 1954.

Thirty-six flats for subordinate staff were erected at Bungsar Road, Kuala Lumpur, and quarters were erected at Kluang and Prai for the staff required to man the increased number of train services in these areas.

During the year, decking was provided on Bidor River Bridge (Teluk Anson Branch) for the use of motor vehicles.

The ground preparation for the new marshalling yard at Port Swettenham was completed.

### PORTS OPERATED BY THE RAILWAY ADMINISTRATION

The Malayan Railway Administration controls ports at Port Swettenham, Prai, Teluk Anson, Port Dickson and Port Weld.

The deadweight tonnages of cargo handled at Port Swettenham and Prai during 1954 were as follows:

Port Swettenham—

				1953	1954
Imports — Tons	...	...		594,726	598,935
Exports — Tons	...	...		310,979	321,834
				<u>905,705</u>	<u>920,769</u>

Prai—

Imports — Tons	...	...		243,255	193,477
Exports — Tons	...	...		141,947	208,404
				<u>385,202</u>	<u>401,881</u>

The 1954 tonnages established new records.

The increase in cargo at Port Swettenham was due to additional bulk imports of petroleum and bulk exports of latex. At Prai, the decrease in imports was due to lower tonnages of rice. The export of iron ore, a new traffic, accounted for the increase in exports.

There was no congestion at Port Swettenham during the year except during the last ten days of December when ships delayed by strikes in the United Kingdom and Australia converged on Malayan ports.

The lighter fleet at Port Swettenham was increased by two 100-ton lighters for timber traffic. The general cargo lighters were fitted with sliding and lockable hatch covers which afford improved security for cargo.

High frequency radio equipment was installed on all tugs in February thereby improving the operational control of the tug fleet. The introduction of portable wireless sets established radio communication between the shore and ships working in the anchorage.

Extensive repairs to No. 7 Wharf were carried out and the deck on No. 6 Wharf was entirely relaid.

Work was begun on the construction of eight houses for senior officers, and a new port office was planned.

At Prai, two godowns totalling 14,625 square feet were erected for renting to private traders. A privately owned bulk latex installation was completed and the first shipment of bulk latex from Prai took place during December.

Four meetings of the Port Swettenham Board were held during 1954.

Preliminary investigations continued concerning the proposal to construct three additional deep water berths in the North Klang Straits.



Preliminary investigations were carried out by the Engineering Department into the bearing capacity of the foreshore in the area.

## STAFF

*Establishment*

The number of Railway employees at the end of the year, compared with that at the end of 1953, was as follows:

				1954	1953
Europeans	...	...	...	85	84
Eurasians	...	...	...	239	219
Indians and Ceylonese	...	...	...	8,327	8,101
Chinese	...	...	...	1,115	1,061
Malays	...	...	...	4,315	3,652
Others	...	...	...	139	148
				<u>14,220</u>	<u>13,265</u>

Of these, 3,381 were salaried staff and 10,839 were wages staff.

## Part IV

## PORTS, SHIPPING AND MARINE

## PORTS

## STATISTICS

The number and nett registered tonnage of ships of over 75 tons which entered and cleared the Federal ports were:

			1953		1954	
		Nos.	Tonnage (’000 tons)		Nos.	Tonnage (’000 tons)
Penang—						
Entered	...	2,142	5,913	...	2,334	6,505
Cleared	...	2,151	5,929	...	2,341	6,530
Total	...	<u>4,293</u>	<u>11,842</u>	...	<u>4,675</u>	<u>13,035</u>
Port Swettenham—						
Entered	...	1,180	4,414	...	1,307	4,985
Cleared	...	1,182	4,274	...	1,307	4,986
Total	...	<u>2,362</u>	<u>8,688</u>	...	<u>2,614</u>	<u>9,971</u>
Malacca—						
Entered	...	270	101	...	254	156
Cleared	...	271	102	...	254	156
Total	...	<u>541</u>	<u>203</u>	...	<u>508</u>	<u>312</u>

Tonnages of cargo (in "freight" tons) discharged and loaded at the Federal ports, including cargo from and to vessels of 75 tons and under, were:

	Penang			Port Swettenham			Malacca	
	1953	1954		1953	1954		1953	1954
General Cargo:								
Discharged ...	954,144	964,750	...	528,807	509,297	...	64,185	83,975
Loaded ...	544,267	645,175	...	380,432	390,734	...	45,481	41,568
Coal:								
Discharged ...	18,969	11,154	...	—	—	...	—	—
Loaded ...	—	84	...	—	—	...	—	—
Oil-in-bulk:								
Discharged ...	212,045	237,309	...	236,110	246,467	...	13,860	16,922
Loaded ...	21,426	25,609	...	—	—	...	—	—
Total ...	<u>1,750,851</u>	<u>1,884,081</u>	...	<u>1,145,349</u>	<u>1,146,498</u>	...	<u>123,526</u>	<u>142,465</u>

#### GENERAL

The 1954 tonnages in respect of Penang and Port Swettenham established new records. Shipping in the ports of the Federation was active throughout the year. Japanese and German shipping showed that it was now firmly established in this part of the world. The improvement in shipping turn-rounds evidenced in 1953 was continued. Further information regarding the ports administered by the Malayan Railway Administration will be found in Part III.

#### *Penang*

The Penang Harbour Board submitted to Government a report by its consulting engineers upon the large-scale improvements required to the ferry service; these involve the provision of new vessels and terminals, and in respect of the terminals, are linked with the re-modelling of Weld Quay on the island of Penang which is already in progress. The construction of a prototype new ferry vessel was put in hand. The Federal Government made proposals for a loan to finance the construction of the new terminals.

A report was made by a port consultant upon the steps necessary to establish the new Penang Port Commission which was recommended in 1952 by the Federal Ports Committee, and the report was under consideration by Government and by interested parties at the end of the year.

#### *Port Swettenham*

Investigations continued during the year, on the part of the Port Swettenham Board and its consulting engineers, into the project, which was recommended by the Federal Ports Committee, to construct three new deepwater berths in the North Klang Straits. Consultations were arranged with shipping interests.



*Malacca*

A new scheme for improving the harbour at Malacca was under investigation by consulting engineers at the end of the year.

## MARINE DEPARTMENT

## FUNCTIONS

The Marine Department, with headquarters in Penang, is responsible for the implementation of Government policy in shipping and maritime matters, and for coastwise lights and navigational aids. It has executive functions in the Federal ports of Penang, Port Swettenham and Malacca, and advises and assists State Governments on marine problems in connection with State ports. The Department is responsible for dredging, and also undertakes numerous other miscellaneous marine duties.

## NAVIGATIONAL AIDS

Good progress was made in the conversion of the major lighthouses to electrical operation and satisfactory reports have been received of the new system. The lighthouses at Pulau Rimau, Cape Rachado, Pulau Undan and Kuala Selangor were completed and the conversion of the lighthouse at Muka Head on the north-western tip of Penang Island was almost completed. Strengthening and repairs to the structure of One Fathom Bank Lighthouse were nearly finished, and conversion of the installation was to follow. Electrical operation constituted a great improvement in the primary navigational aids in the Malacca Straits and rendered them capable of fulfilling modern shipping requirements. The payment of light dues, instituted in 1953, has facilitated the improvement of navigational aids, and has relieved the Exchequer of considerable annual payments. Plans for a new lighthouse and buoyage vessel were well advanced.

The R.N. survey ship H.M.S. "Dampier" resumed work in the approaches to Penang harbour towards the end of the year.

## DREDGING

The completion of a second grab dredger for the Marine Department, referred to later, made a welcome addition to dredging facilities, which are, however, still inadequate to meet the Federation needs satisfactorily.

## MOORING BUOYS

Three new ocean ship mooring buoys were laid in Port Swettenham and a fourth, already in use, was provided with new moorings. As well as being welcome to shipping using the port, these buoys earned revenue from the fees charged for their use.

## LEGAL

The value of the Merchant Shipping Ordinance, which came into force during 1953, continued to be evident, in that it provided a unified maritime law throughout the Federation. Subsidiary legislation made under the Ordinance provided for local requirements, and more continued to be issued throughout the year as the need arose.

## MARINE SURVEYS

*Revenue*

The total revenue collected in 1954 was \$18,243 (as against \$10,369 for the year 1953) showing an increase of \$7,874. A new scale of marine survey fees came into operation in June.

*Expenditure*

The expenditure for the year was \$35,624 (as against \$33,278 for 1953) showing an increase of \$2,346.

## SURVEYS UNDER THE MERCHANT SHIPPING ORDINANCE.

The following table shows the numbers of vessels surveyed for various certificates and endorsements:

	1953	1954
Passenger Certificates ... ..	15	16
Loadline Certificates ... ..	24	22
Loadline Endorsements ... ..	10	15
Life Saving Appliances Certificates and Endorsements ... ..	32	35
Lights and Sound Certificates and Endorsements ... ..	13	31
Lights and Fog Signals Certificates ...	247	221
Pilgrim Ships Reports "A" ... ..	5	5
Certificates of Survey prior to Registry...	4	6
Certificates of British Tonnage for vessels not intended to be registered ... ..	19	11
Lifeboats surveyed ... ..	3	—
Buoyant apparatus surveyed ... ..	1	3
Life jackets inspected ... ..	1,060	1,890

Licences were issued to vessels sailing from Penang, under the Petroleum Ordinance, and fees collected.

## GOVERNMENT CRAFT

Assistance and supervision was rendered by the Marine Surveys Department in connection with the survey and maintenance of motor launches operated by the various Government departments in Penang. The construction of a new grab dredger, the "Gannet," to be operated by the Marine Department, was completed in Penang and the vessel was put into service in October. The Marine Surveys Department carried out the annual survey of the existing grab dredger "Ketam."



## GENERAL

There was a considerable increase in the number of marine engine-drivers presenting themselves for examination, a large proportion being candidates for third class certificates in the fishing industry.

The m.v. "Rejang," a cargo and passenger vessel for the Sarawak Steamship Co., Kuching, was launched at the Sungei Nyok Dockyard, Penang in November. At 600 tons, this vessel is the largest yet built at this yard as regards gross tonnage. The m.v. "Trang" was also built there and completed in June under the supervision of the Marine Surveys Department, for the Straits steamship Co.; this vessel is of 373 tons gross and 97 tons registered tonnage. The slipping and docking facilities in Penang were fully extended during the year and there were some delays to vessels awaiting space for their surveys. Vessels had on occasions to be sent to Singapore for major repairs.

## Part V

## POSTS

## THE DEVELOPMENT OF THE POSTAL SERVICES

The Postal Services Department provides full postal facilities for mail, money orders and postal orders, and also for the transaction of Savings Bank and other classes of business, at 188 post offices throughout the Federation. Limited postal facilities are also available at 160 postal agencies.

The Department handles nearly 140 million items of mail every year. There is a countrywide system of house to house delivery by postmen who travel on foot, or by bicycle or motorcycle, or by sampan. Mail is transmitted throughout the Federation and to places abroad by road, rail, sea and air. A large proportion of the airmail is routed through Singapore where airmail despatches are prepared every day to 176 territories, and six days a week to a further 46 territories.

The revenue earned by the Department and the volume of business handled have increased considerably in recent years—the amount of mail now handled is double what it was in 1947—but present-day increases are not so great as was formerly the case. Nevertheless the revenue in 1954 was 5 per cent. higher than in 1953.

New Post Offices were opened in 1954 at Ulu Tiram (Johore), and Petaling Jaya (Selangor); the Post Office at Temangan (Kelantan) was replaced by a Postal Agency and a Post Office was opened nearby at Machang. The Post Offices at Grik and Parit (Perak) were replaced

by new buildings. Other new buildings were scheduled for erection at Tanah Rata (Pahang) and Birch Road, Seremban (Negri Sembilan), but had not been commenced by the end of the year.

The accommodation available at the General Post Office, Kuala Lumpur, for public counters and for sorting was improved by the removal of the Pan-Malayan Postal Headquarters and the Federation Postal Headquarters from the building; temporary relief of the congestion in the General Post Office was thus obtained but it is hoped to erect a new General Post Office within the next few years.

A serious emergency occurred in December at Dungun (Trengganu) where the Post Office was nearly washed away by the sea during the height of the North East monsoon. It proved necessary to demolish part of the building, and it is hoped to erect a new Post Office in 1956.

It was possible to make further progress in the opening of Postal Agencies in the rural areas during the year; 18 were opened, bringing the total number of Postal Agencies to 160. There is considerable scope for additional development of this kind, and particular attention is being given to the larger kampongs and new villages. Eight of the new Postal Agencies opened during 1954 were in new villages. The service normally provided at Postal Agencies is very restricted, but it is sometimes possible for experienced clerks to be sent from nearby Post Offices to conduct money order and savings bank business in Postal Agency premises for a few hours each week.

The transmission of surface mail proceeded throughout the year according to schedule. Following the reopening of the East Coast Railway and the inauguration of the "Golden Blow Pipe" service there was a substantial improvement in the time taken for mail to be conveyed to and from Thailand and the East Coast of the Federation. Exceptionally heavy monsoon conditions on the East Coast in December, and floods in Johore and Negri Sembilan due to excessive rainfall, temporarily dislocated the surface mail services. The Railway between Kuala Lumpur and Singapore was interrupted between 10th and 20th December, and the Kuala Lumpur-Kota Bharu rail service was similarly affected from 10th to 17th December. Wherever possible arrangements were made to carry the mail by road; and in areas where roads were impassable valuable assistance was provided by aircraft which dropped mail by parachute and made landings where facilities existed.

More than 14 million items of airmail correspondence were transmitted throughout the Federation and to places abroad during 1954. Modifications of the internal services of Malayan Airways Limited made it possible to improve the air mail services between Singapore



and the Federation. Towards the end of the year negotiations were opened for the use of the Federation Air Service for the transmission of internal airmail on certain routes. The conveyance rates for mails carried within the Federation by Malayan Airways Ltd. remained unchanged, and the "all up" service, whereby all internal first class mail is conveyed by air whenever benefit can be achieved, was continued. Airmail postage rates to a number of countries overseas were revised during the year. Germany commenced sending air parcels to Malaya on 1st August.

In comparison with 1953 there was a decrease of 14 per cent. in the number of first class airmail items despatched from the Federation and a decrease of 9 per cent. in the number received from abroad. The number of airmail letters posted by H. M. Forces in the Federation to overseas destinations, and received from overseas, also showed a slight reduction compared with 1953.

There was a steady increase in the number of surface and air parcels received in the Federation from abroad. Air parcels despatched overseas from the Federation also increased but the number of surface parcels despatched abroad was smaller than in 1953. As regards the Parcel Post service within the Federation there was a further decrease in the number of air parcels handled; there was, however, a marked increase in the number of surface parcels despatched from the Federation to Singapore.

Considerable difficulties were experienced in maintaining a reasonable standard of delivery service in many parts of the Federation. Following the "boom" years of 1951/2 there had been considerable building expansion in many parts of the Federation, and new houses mean more calls for the postmen. There had also been considerable re-settlement in the rural areas, and many new villages, sponsored by the Federation Government as one of the means of dealing with the Emergency, have provided concentrated centres of population which call for daily deliveries of mail. It had not been possible to increase the staff of the Department to meet these new demands on its services, but by careful management some extension of the delivery arrangements was found to be possible.

The number of private letter boxes available at Post Offices was 2,540, the same as in 1953, but 96 additional boxes were in course of installation at the end of the year. There is considerable demand for this facility and large numbers of new boxes are on order.

Four more Business Reply licences were issued making a total of 31. Postal Franking licences increased by 14 to 100. Again in 1954 there was a decrease in the number of Chinese Clubbed Packet licences issued.

Considerable further progress in the issue of stamp-selling licences was made during the year; the number of licences increased from 381 in 1953 to 428 in 1954. Fifteen additional posting boxes were erected, bringing the total to 975.

During 1954 the Post Office undertook to make payments on behalf of the Rubber Industries (Re-planting) Board, and 10,008 payments totalling \$2,736,660 were made. There is a lengthy list of services undertaken by the Post Office on behalf of other departments and non-government bodies, and so far as is possible, having regard to the pressure of work which already exists at most Post Offices, it is the policy of the Department to continue to undertake such work.

During 1954, a total of 137,181,408 postal articles was handled; this represents a decrease of 7.3 per cent. on the 1953 figures. Counter business generally continued to increase. Detailed statistics of traffic and general business may be found at the end of this part.

Revenue for the year increased by \$557,214 to a total of \$11,123,379. This figure is provisional and may be subject to slight modification. Expenditure for 1954 amounted to \$10,157,218—an increase of \$333,963 on 1953 expenditure. The revenue figure takes no account of unremunerated services rendered to other Government Departments; if remunerated, these services would have increased the revenue figure to \$14,271,290 and Post Office accounts would have shown a surplus of \$4,114,072.

The total cash turn-over at Post Offices amounted to \$648,581,075 or a decrease of \$4,595,235 on 1953.

Several denominations of new stamps and items of postal stationery bearing the portrait of Her Majesty Queen Elizabeth II, were released for sale in Malacca and Penang during the year. Other denominations to complete each series will be released during 1955. Stamps of equivalent denominations bearing the portrait of His Late Majesty King George VI were withdrawn on the release of the new stamps. There were no changes in denominations or colours of postage stamps during 1954.

The Royal Silver Wedding Commemorative postage stamps of 10 cents and \$5 denominations which were on sale between the 1st December, 1948, and the 28th February, 1949, were invalidated from the 1st September, 1954.

#### THE EMPLOYEES PROVIDENT FUND

The Post Office continued to operate the Accounts Section of the Employees Provident Fund which entered into its third year of operation during 1954. This Fund has now become accepted by the



majority of employers as an essential measure of social security and by most employees as an invaluable provision for their old age.

The number of employers registered with the Fund showed a slight fall, being 11,671 at the end of the year as compared with 11,985 at the end of 1953. This was caused by the removal from the register of some places of employment which were found, on investigation, not to be liable under the Employees Provident Fund Ordinance. However, the number of contributors registered with the Fund increased from 653,530 to 731,425.

During the year contributions amounting to \$57,902,309.79 were collected, whilst withdrawals amounting to \$1,965,729.98 were paid out. Contributions paid to the Fund in error and refunded amounted to \$126,874.19. The issue of annual statements of account to each contributor commenced during the latter part of the year. Surplus funds which are invested in trustee securities amounted to \$124,162,250 at the end of the year.

#### THE POST OFFICE SAVINGS BANK

The records of the Post Office Savings Bank shew that the number of deposits increased from 442,172 in 1953 to 497,563 in 1954, and the amount of deposits increased from \$54,065,584 to \$56,964,226. The number of new accounts opened increased from 49,047 to 57,707. The number of withdrawals increased from 292,837 in 1953 to 328,237 in 1954 and the amount of withdrawals increased from \$45,909,236 to \$48,835,255. The excess of deposits over withdrawals at the end of 1954 was \$8,128,971 compared with \$8,156,348 in 1953. At the end of the year there were 439,118\* accounts remaining open with a total amount of \$110,046,229\* (exclusive of interest) standing to their credit.

The Students Savings Scheme continued to operate successfully and was extended to Malay Schools in July. During the year \$91,163 was deposited in the Savings Bank by school children.

The Federation Forces Savings Scheme, whereby servicemen have deductions made from their pay and credited to their Savings Bank account, was started in August. By this method Malayan servicemen have saved \$36,988.

#### MONEY ORDERS AND POSTAL ORDERS

704,336 Money Orders were issued throughout the Federation of Malaya during 1954. This represented an increase of 3 per cent. on the figure for 1953, but the value of the orders issued in 1954 (\$61,299,272) was 4.3 per cent. less than the issues in 1953. Included in these figures

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\* Provisional

are Telegraph Money Orders transmitted to foreign countries; these totalled 43,052 to the value of \$6,466,268—a decrease of 36 per cent. in number and 34 per cent. in value on 1953 transactions. Of the Telegraph Money Orders transmitted to foreign countries 97 per cent. were for payment in India, Pakistan and Ceylon. 41,492 money orders were issued throughout the Federation in respect of Business Registration fees.

Both the number and value of money orders paid showed an increase on 1953 figures. The total paid was 420,604 valued at \$36,032,346 compared with 382,240 valued at \$35,112,267 in 1953.

The revenue derived from Money Order Services was \$642,655 in 1954 compared with \$701,251 in 1953.

British Postal Orders of fourteen denominations were on sale at all Post Offices. A new denomination, 3/6d., was introduced on the 6th September to meet public demand following the launching of several newspaper and magazine competitions. 456,040 British Postal Orders to the value of \$4,469,937 were issued and 37,097 to the value of \$307,333 were paid. The revenue derived from poundage was \$107,265.

Malayan Postal Orders totalling 145,756 and valued at \$446,715 were issued as compared with 94,478 orders valued at \$361,233 in 1953. The increase in sales was due mainly to the launching of several newspaper and magazine competitions involving the use of Postal Orders in payment of entrance fees. A total of 80,215 orders valued at \$331,659 were paid. The revenue derived from sales was \$10,281.

#### GENERAL

The authorised staff of the Federation Postal Services Department was 1,767, a reduction of 35 compared with 1953. This reduction was a contribution to the measures necessary to effect an overall reduction in Government expenditure. Nevertheless, certain aspects of postal work continued to increase, and greater efforts by all grades of staff were necessary. That the department's record of service did not suffer thereby is due to the excellent spirit with which the staff generally undertook their duties. The authorised staff of the Pan-Malayan Headquarters was 384.

The total authorised staff included 1,113 clerical and 1,008 uniformed officers: at the end of the year there were vacancies for 7 clerks and 9 uniformed officers. During the year, 3 clerks and 3 postmen were convicted of dishonesty.

Visits to Post Offices by groups of school children and by people attending Civics Courses were arranged at various centres. Officers of



the Department gave talks on the Postal Service at Penghulus Conferences. In October, a departmental exhibit formed part of the Federal Elections Festival.

The Postal Services Department in the Federation of Malaya forms, together with the Postal Services Department in the Colony of Singapore, the Malayan Postal Union which is controlled by the Postmaster-General, Malaya, whose Pan-Malayan Headquarters office is in Kuala Lumpur. The operations of the Department in the Federation are under the control of a Director of Posts, and the Department falls within the portfolio of the Member for Posts and Telecommunications.

#### STATISTICS

	1953	1954
Postal Articles handled (Posted and Received) ... ..	147,971,876	137,181,408
Letters ... ..	72,370,259	65,640,214
Postcards ... ..	1,770,080	1,508,572
Printed Matter Surface ... ..	23,918,544	22,877,071
Printed Matter Airmail ... ..	300,625	392,093
Airmail Correspondence L.C. ... ..	15,455,726	14,155,999
Registered Articles Ordinary ... ..	7,602,478	5,592,717
Registered Articles Government ... ..	No record	1,535,027
Insured Letters ... ..	832	2,197
Ordinary Parcels ... ..	1,178,944	1,176,058
Air Parcels ... ..	23,660	21,463
Government Franked Correspondence ... ..	25,349,532	24,278,736
Blind Literature ... ..	1,196	1,261
Total weight of inland and Overseas mails conveyed by the Internal air services ... ..	493,897 lbs.	464,123 lbs.

### Part VI

#### TELECOMMUNICATIONS

##### ORGANISATION

The Telecommunications Department is Pan-Malayan, with its Head Quarters in Kuala Lumpur, under the control of the Director-General and his Deputy. There is a Director of Telecommunications in Kuala Lumpur for the Federation, which is divided into seven Regions each under a Controller of Telecommunications, and a Director of Telecommunications in Singapore. The Department falls within the portfolio of the Member for Posts and Telecommunications in the Federation.

## FUNCTIONS

The Department is responsible for all public telephone and telegraph services in the Federation and in the Colony of Singapore with the exception of the local telephone systems in Singapore Island and in Johore Bahru town. The latter are at present operated by the Oriental Telephone and Electric Co. under licences. The Johore Bahru system is being taken over by the Department and the Singapore system by the Singapore Telephone Board on the 1st January, 1955, on expiration of these licences. Considerable assistance has been given to the Singapore Telephone Board by the Department's staff in the preparation of inventories of this system and its valuation.

The Department continued to provide and maintain the signalling and communications equipment of the Malayan Railways and radio services for the Federation Police, the Meteorological Department, the Civil Aviation Department, the Central Electricity Board and the Marine Department. Additional radio services have been provided for the Customs Department and the Civil Defence Department.

Malaya, Singapore, Brunei, Sarawak and British North Borneo were elected as one single unit Associate Member of the International Telecommunication Union on 1st May, 1953, being known as the Malayan/British Borneo Group and with the Director-General of Telecommunications as Group Co-ordinator. 1954 was the first full year of operation of the group. Much experience was gained regarding the work undertaken by the International Telecommunication Union (I.T.U.) covering all phases of Telecommunications. It involved considerable correspondence in obtaining the views of the constituent members of the group on matters referred to the Group Co-ordinator by the I.T.U. including such matters as Freedom of Information, a High Frequency Broadcasting plan, the International Monitoring Service, clearance of Frequency Bands in accordance with the Extraordinary Administrative Radio Conference, and the examination and clearance of frequency assignments from constituent members through the International Frequency Registration Board.

## STAFF

The over-all staff position in 1954 was generally satisfactory although this could not be said of the Division I appointments since five senior officers were lost due to retirement and/or termination of agreements and only two new appointments were effected. One of these new appointments was a Malayan who had successfully completed a scholarship course in Britain and made the number of Malayan officers in the Assistant Controller of Telecommunications grade up to 8 out of



a total of 83 officers serving in senior posts. Two other qualified students returned to Malaya towards the end of the year and were eligible for interview by the Public Service Appointments and Promotions Board.

A further three scholarships were awarded to the Department during the year. Two of the successful candidates proceeded to Britain to commence study courses to enable them to qualify for promotion to Division I appointments. The third student will follow early in 1955. In addition, one member of the Department was given permission under no-pay leave conditions to proceed to the United Kingdom for private study courses with the same object in view. Three others completed 6 months Fellowship courses in Britain under the auspices of the United Nations Technical Assistance Administration. A further three have been selected for similar courses in 1955.

The staff of the Departmental Training Centre in Kuala Lumpur received invaluable assistance from an expert lecturer provided for 6 months by the United Nations Technical Assistance Administration. This lecturer specialised on the installation and maintenance of the V.H.F. Main Trunk Scheme of Malaya and filled a vital need in training the staff whose duties will consist of the maintenance and extension of this comparatively new system of communication in Malaya. This assistance proved so successful that an application has been submitted for another lecturer to continue specialist training in 1955, and it is understood that the application has received favourable consideration by the U.N.T.A.A.

The principle object of the Departmental training programme for the year was the training of technical staff, although it was found possible to include courses in which daily rated members of the staff could participate. It was necessary to provide basic training for newly-recruited Probationary Technicians and specialised courses for serving technicians which included carrier telephony, teleprinter, automatic and manual exchange systems, radio test gear and carrier and radio aspects of the V.H.F. Main Trunk Scheme.

A total of 4,543 trainee weeks of instruction were given in 1954 for Federation employees and 237 for Singapore employees, an increase of 30 per cent. above the 1953 figure.

Full advantage was taken of the Government organised training courses for Clerical staff and a total of 53 clerks from the Department in Kuala Lumpur attended these courses. The training of telephone operators was also commenced on a limited scale. The pressing necessity for extension of the Departmental training facilities is appreciated and

plans are being formulated to implement training for all sections of the staff as far as financial limitations will permit.

At the end of the year there were 33 Technical Apprentices (including 6 from Singapore) studying at the Kuala Lumpur Technical College for the Diploma in Telecommunications Engineering. This represents a reduction of one over the previous year. Assistance in lecturing on specialised Telecommunications subjects was given at the Technical College by various senior officers of this Department throughout the year.

Recruitment of technicians and staff generally during the year was satisfactory. The total number of monthly paid staff in the Federation increased from 2,583 to 2,700 and daily rated staff from 2,889 to 2,940.

The Departmental Whitley Council has again operated very satisfactorily throughout the year and good progress has been maintained in formulating up-to-date schemes of service for all grades of staff. Staff Side members of this council have been prominent on the National Whitley Councils. The principles of Whitley Council procedure have been extended to Regional levels and most Regions have organised "Office Committees" which are operating successfully and as informally as possible on local Regional Matters.

The Departmental magazine "Mercury" was introduced in January, 1954, and is enjoying wide circulation and popularity. This magazine is supported by literary contributions from all grades of Departmental staff and has both educational and entertainment value.

#### POLICE RADIO SERVICES

The maintenance of the Federation Police radio communications has continued to be one of the Department's major responsibilities, and various additions and amendments to this system have been effected during the year. Improvements have been made to give better coverage in the Ipoh Town network and, by the installation of an additional main station at Changkat Jong, over the whole of southern Perak.

The fitting of V.H.F. radio equipment in railway coaches has been commenced to implement communication with Police Contingent Head Quarters from all mail trains on all sections of the railway in the Federation. Special arrangements will be necessary in the East Coast area where V.H.F. coverage is not completely satisfactory. Re-allocation of H. F. frequencies within the correct International band has been effected in respect of the Police Field Force equipment and almost all are now operating on these revised frequencies.



## RADIO SERVICES—NON-DEPARTMENTAL

A new V.H.F. service was provided for the Customs Department. With the completion of main stations at Penang Hill and at Gunong Pulai in Johore, the four Customs launches so far equipped with radio facilities can keep in touch with the mainland when operating between the Dindings and the Thai border and along the coast from Batu Pahat to Tanjong Tenggaroh.

With one exception, all the H.F. point to point radio communications of the Civil Aviation Department have been converted to R/T working with a resultant increase in operating efficiency. In addition, direct teleprinter circuits have been provided between Kuala Lumpur, Penang and Singapore. A new Aeradio beacon has been installed at Tampoi near Johore Bahru as a navigational aid for aircraft approaching Singapore.

V.H.F. radio equipment installations at Kuala Lumpur and Penang have been provided from the Civil Defence Department for training purposes. The system can easily be extended should it become necessary.

The Department continued to provide and maintain radio services for the Marine Department, the Central Electricity Board, the Public Works Department and Drainage and Irrigation Department.

## RADIO SERVICES—DEPARTMENTAL

The Department continued to maintain a 24-hour Maritime Mobile Service on M.F. and H.F. to ships at sea from Penang. The R/T scheduled service formerly at Kuala Trengganu was transferred to Kuantan.

The multi-channel V.H.F. radio telephone trunk system was made fully operational between Kuala Lumpur and Penang, Kuala Lumpur and Malacca and Malacca and Singapore. The Kuala Lumpur-Ipoh and Ipoh-Penang sections of this system are awaiting installation of one additional repeater station at Gunong Kledang in Perak before being brought into full use.

The Department of Broadcasting has been able to initiate a country-wide broadcasting scheme by means of the music circuits provided on this main trunk system.

The planning of a similar V.H.F. trunk system to the East Coast from Kuala Lumpur was completed and the equipment was beginning to arrive towards the end of the year. It is anticipated that this system will be brought into service between Kuala Lumpur and Kuantan before the end of 1955.

In addition to these main trunk schemes, experimental links have been introduced between Penang and Kota Bahru and Kluang and Mersing. It is apparent that the former will require early expansion to meet the needs of the community in this area.

Grik exchange in North Perak, which was formerly isolated from external communications, was given access to the trunk and junction network by means of a V.H.F. link to Taiping exchange.

During 1954, extension of the overseas telephone communications was effected to the United States, Canada, Cuba, East Germany, Norway, India, Macao, Mexico and Philippines.

#### TELEPHONE SERVICES

The statistical details shown schematically on page 364 show that the telephone service expanded by 19 per cent. during the year and that the total number of telephone instruments in service was more than three times the number in service in 1947. Although over 7,000 additional telephone instruments were installed the waiting list at the end of the year was 2,851, which is only 750 less than at the beginning of the year. It is clear that the steady growth of the telephone network must continue in order to meet the requirements of the public.

The progress made in the modernisation and extension of telephone exchanges during 1954 is summarised as follows:

Setapak satellite exchange brought into service in the Kuala Lumpur main exchange area.

7 rural exchanges converted from manual to automatic working.

15 new automatic exchanges opened.

20 manual exchanges extended or renewed.

25 automatic exchanges extended.

Kuala Lumpur main automatic exchange was also extended.

The completion of the V.H.F. main trunk scheme has allowed the re-deployment of 3-channel and 12-channel carrier telephone systems, formally in services on the main trunk routes, to augment the trunk and junction network on subsidiary routes. In addition to this re-deployment of existing equipment, nine additional 3-channel and two 12-channel systems were brought into service during the year. A new system of 2 V.F. signalling between Kuala Lumpur and Penang was introduced whereby the operators at each exchange can dial the distant subscriber direct without assistance from the distant operator. The result of these additional trunk and junction facilities has enabled progress to be made towards operating the communications network on a "no-delay" basis. A considerable number of trunk and junction routes are, in fact, being operated in this way except during busy periods.



## TELEGRAPH SERVICES

The Public Telegraph Service in the Federation handled 1,163,705 telegrams during the year, a drop of nearly 5 per cent. compared with the 1953 figure. This decrease in traffic is attributable to the increase in the number of rented and private Teleprinter services introduced in 1954 and, to a certain extent, to the development of the telephone network and improved trunk services.

The installation of modern 12-Channel and 18-Channel Voice Frequency Telegraph systems during 1953 allowed the recovery of 6-channel and 3-channel V.F.T. systems. These were re-installed during 1954 on other routes to replace obsolescent army-type V.F.T. equipment.

## EXTERNAL LINE PLANT

Communist terrorists continued to sabotage telephone and telegraph pole routes on the same scale as in 1953. The average number of incidents per month was 21 in both 1953 and 1954. The rehabilitation of routes which suffered greatly from sabotage during 1951/52 was continued in 1954.

In order to meet the increasing demand for telephone service in the large towns of the Federation considerable extensions to the underground cable networks became necessary.

In Kuala Lumpur, Ipoh and Penang extensions to the duct routes were put in hand and large cables containing up to 1,000 pairs of wires were laid.

In Johore Bahru, cable and duct works were started in order to extend the inadequate system which was being purchased from the Oriental Telephone and Electric Company at the end of the year. Other cable works were completed at Bukit Mertajam, Batu Pahat and Telok Anson where considerable telephone development has occurred.

Approximately 40 subscribers' distribution cable works were completed during the year to cater for requirements at RAXs and other small exchanges.

The following junction cables were laid during the year:

- (a) Ipoh-Pusing-Batu Gajah loaded and balanced cable.
- (b) Klang-Port Swettenham 6opr/40 lb loaded and balanced cable.
- (c) Penang-Civil Radio Transmitting Station-Civil Aeradio Station-Civil Radio Receiving Station. This cable is balanced but not loaded.

- (d) Kuala Lumpur-Setapak 100 pair cable. Work was also started on laying 200 pair and 100 pair junction cables in the Kuala Lumpur area to serve Salak South, Sentul and the proposed Petaling Jaya Satellite exchanges.

#### RAILWAY TELECOMMUNICATIONS SERVICES

During the year 1954, this Department continued to be responsible for the installation and maintenance of Railway telecommunications and electric signalling apparatus with associated line plant throughout the Malayan Railway system. Satisfactory progress has been maintained in the replacement of galvanised iron wire by copper wire and on rebuilding the Railway pole route where it was seriously damaged by sabotage. Extension of long and short section key token, tablet and telegraph instrument systems was continued and considerable progress was made during the year towards the completion of these systems along the East Coast route.

#### BUILDINGS

The Department continued to be responsible for its own building programme and for the maintenance of its own buildings. New telephone exchange buildings of a standardised type were erected under departmental supervision at Sitiawan, Kulim, Pontian, Kota Tinggi and Mersing and 11 standard Rural Automatic Exchange buildings were also constructed. Major building projects, under the supervision of private architects, included the completion of Ipoh and Setapak exchanges, and the commencement of Kuantan, Segamat, Petaling Jaya exchanges, and the Kuala Lumpur terminal of the East Coast V.H.F. Trunk system at Kenny Rise.

The 100-unit housing scheme at Pantai, Kuala Lumpur and the provision of quarters at Segamat, Mersing, Kluang, Kota Tinggi, Johore Bahru, Kuantan, Kuala Trengganu and Kota Bharu were also completed during the year.

#### STORES AND WORKSHOPS BRANCH

##### *General Engineering Workshops*

This workshop, which is equipped to carry out the wide range of light engineering, carpentry and miscellaneous works required in support of the department's many activities, has been kept fully occupied throughout the year. Additional items of plant acquired were a Universal Milling Machine and a Surface Grinder. A major item appearing in the list of works carried out was the manufacture of 55,000 wooden arms for telephone poles.



*Motor Vehicle and Stationary Engine Workshops*

Major overhauls of all departmental vehicles in the Federation and minor overhauls and servicing of vehicles in the State of Selangor are carried out in the Kuala Lumpur Workshops. During the year, 174 major overhauls, 754 minor overhauls and 1,356 routine servicing operations were carried out and these figures indicate a considerable increase in the volume of work performed. Improved arrangements for the rapid replacement of complete assemblies by reconditioned items were introduced. New vehicle types introduced were 5 cwt vans and a 1 ton oil engined van. The number of vehicles in service increased from 282 to 296 and the total vehicle mileage from 2.75 million to 2.88 million miles. Ninety-two overhauls were given to the seventy diesel engine driven generating plants used by the Department for its services throughout the country, either to provide continuous power supplies in remote areas or to provide stand-by power supply in the main towns.

*Telephone and Telegraph Workshop*

This workshop has continued to operate at full pressure. Manufacturing work was mainly directed to the production of 52 manual switchboard positions, while on the repair side 3,700 telephones were reconditioned and 260 small switchboards were overhauled.

*Radio Workshop*

There has been a considerable reduction in the volume of demands for radio construction work and as a result the Radio Workshop has been able to assume responsibility for the repair of other types of electric equipment, such as multi-channel carrier systems, and to improve facilities for the repair and calibration of test equipment.

*Stores*

Stores have continued to come forward at a satisfactory rate and adequate working stocks of most of the items used have now been built up. Improvements in indenting procedure have resulted in more, but smaller, indents being placed and this has had the effect of improving the flow of stores throughout the year and has facilitated stock control.

Mechanical handling of heavy stores has continued and the utilisation of the present limited storage space available has been greatly improved by the adoption of high stacking.

A site for new stores premises was secured at Petaling Jaya, and by the end of the year the site had been cleared and levelled and tenders had been let for the erection of the first godown.

More than 25,000 different items are now held in stock and during the year 119,442 stores transactions, valued at \$15,227,513, were carried out.

*Finance*

Details of Revenue and Expenditure for the year 1954, together with the comparative figures for 1952 and 1953, are:

<i>Expenditure—</i>	1952 \$		1953 \$		1954 \$
Personal Emoluments ...	4,992,748	...	6,121,766	...	6,126,724
Other Charges, Annually Recurrent ...	5,333,119	...	5,681,229	...	5,285,901
Other Charges, Special Expenditure ...	8,048,976	...	4,678,874	...	3,066,081
Cost of Living, Housing and other Allowances	3,311,093	...	3,256,513	...	3,218,069
Expatriation Pay and Allowance ...	241,869	...	245,561	...	245,368
	<u>21,927,805</u>	...	<u>19,983,943</u>	...	<u>17,942,143</u>
	\$		\$		\$
Loan Account, 1946 ...	198,333	...	463,665	...	—
Loan Account, 1949 ...	56,560	...	45,535	...	—
Loan Account, 1951 and Loan Account Pt. I ...	1,833,896	...	2,785,994	...	1,327,366
Loan Account, 1954 and Loan Account Pt. II...	—	...	—	...	6,436,465
	<u>—</u>	...	<u>—</u>	...	<u>6,436,465</u>
	\$		\$		\$
<i>Revenue—</i>					
Telephones ...	11,399,517	...	12,937,110	...	15,146,128
Telegraphs ...	2,374,670	...	2,168,262	...	1,808,598
Wireless ...	17,547	...	15,867	...	17,788
Teleprinter ...	386,755	...	370,582	...	485,059
Miscellaneous ...	321,196	...	607,151	...	1,309,529
Railway Elect. Signal, etc.	382,833	...	455,712	...	451,167
Work done for other Government Depts. ...	295,639	...	276,532	...	297,070
	<u>15,178,157</u>	...	<u>16,831,216</u>	...	<u>19,515,339</u>

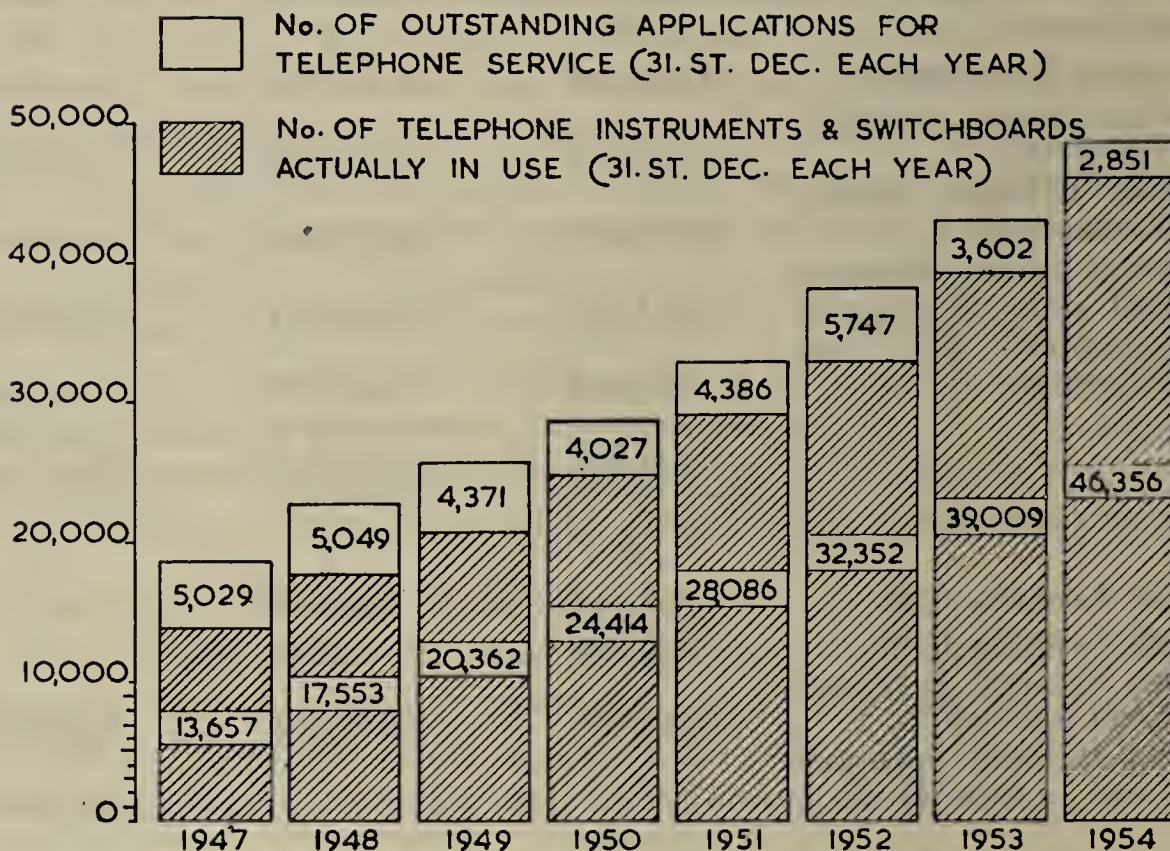
The Accounts Branch carried out its duties efficiently throughout the year. The additional work resulting from the increased revenue of the department was accomplished by further mechanisation and only a small increase in staff was necessary.

The Department's Commercial Accounts for 1953 showed an operating profit of \$2,554,823 (\$1,557,151 in 1952) and a net profit of \$742,064 (\$738,151) after charging interest on capital. The operating profit on the Telephone Service was \$3,377,700 (26.01 per cent. of Telephone Revenue) against \$2,177,794 (18.52 per cent. in 1952) whilst the loss on Telegraph Service was \$431,080 (35.93 per cent. of Telegraph Revenue) against \$500,921 (36.95 per cent. in 1952.)

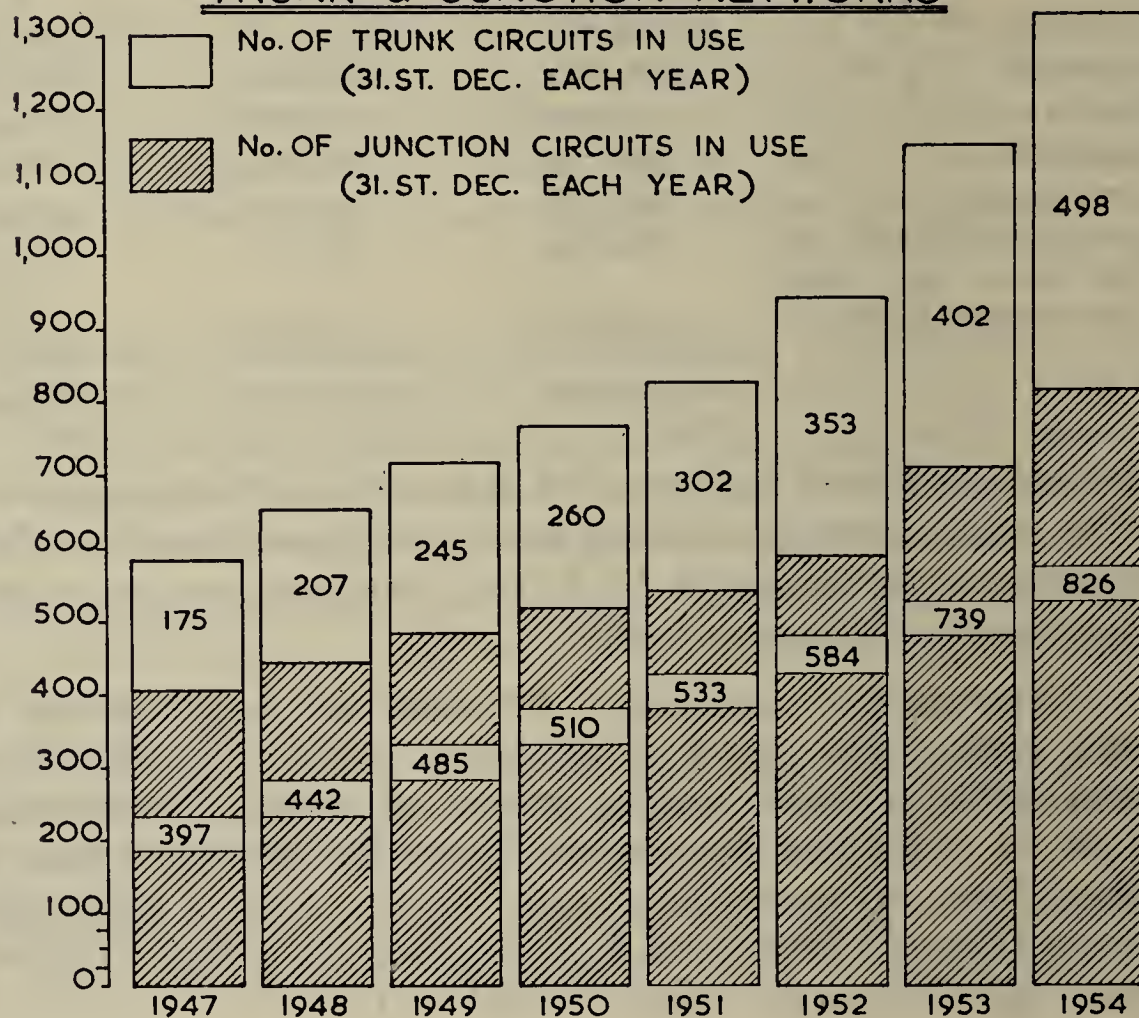


## THE GROWTH OF THE FEDERATION TELEPHONE SYSTEMS

### SUBSCRIBERS INSTALLATIONS



### TRUNK & JUNCTION NETWORKS



## Part VII

### CIVIL AVIATION

The Federation is well served with air transport and frequent passenger services regularly fly between 27 places in the territory.

#### *Aerodromes*

There are eight aerodromes with full facilities; during the year new landing grounds at Gua Musang (Kelantan), Kemaman (Trengganu), Grik, Labu Kubong and Kampong Lambor (Perak) were brought into use and the total available is now 56. At Kuala Lumpur, work proceeded on improvements to the landing area and flight approaches but progress towards better passenger amenities was less than expected. Although for some years this aerodrome has received occasional international flights it has been decided that it should not be so used again until designated as a "sanitary aerodrome" after new buildings are ready. Penang is available for international traffic, but it is not able to take the larger aircraft. At Kota Bharu, work began on a new terminal building and at Alor Star a new runway is under construction. At Kuantan, seven staff houses were built and an extension of the passenger accommodation was begun. At Ipoh, extensive drainage and surfacing work was carried out.

Aerodromes are open from sunrise to sunset, with somewhat longer hours at Kuala Lumpur where landings at night are regularly made. The weather of Malaya interferes little with flying and on less than 5 per cent. of the working hours of these aerodromes were conditions below that specified for visual flight. On 47 occasions an aeroplane bound for one of the eight main aerodromes was diverted from its expected landing place and had to land elsewhere. Malacca is the normal alternative to Kuala Lumpur and the weather recorded there showed only 40 hours of Instrument Flight Rules conditions, compared with 367 hours at Kuala Lumpur.

#### *Safety*

There was no accident to any public transport aircraft and no civil aeroplane was involved in the death or injury of any person, except in an unusual incident 6,000 feet over Johore when a passenger left by an emergency exit. The Aerodrome Fire and Rescue Services received one new fire tender and seven more were ordered.

#### *Air Traffic Control*

Air Traffic Control was exercised from the eight main aerodromes. Kuala Lumpur was able to offer an advisory service to aircraft flying over most of the central area of Malaya, by use of the radio telephony station at Frasers Hill, some 4,000 feet above sea level. During the year



radio telephony replaced radio telegraphy as the means of communication between Kuala Lumpur and the east coast aerodromes at Kota Bharu and Kuantan. Eleven radio navigational beacons were in use throughout the year.

### *Airlines*

At the end of the year the following regular air services were operating from the Federation:

#### Malayan Airways Ltd.—

From Kuala Lumpur to Singapore 36 a week

From Kuala Lumpur to other parts of Malaya 27 a week

From Penang to Singapore direct 10 a week

From Penang to Medan twice weekly

From Penang to Bangkok once weekly.

#### Federation Air Service—

From Kuala Lumpur to Pahang and the East Coast 6 a week

From Kuala Lumpur to Central Pahang twice weekly

From Kuala Lumpur to Perak and the West Coast twice weekly.

#### Nanyang Airways Ltd.—

No services, as this company ceased to operate on 31st July after  $3\frac{1}{2}$  years mainly engaged on daily transport of newspapers.

#### Union of Burma Airways—

From Penang to Rangoon once weekly.

#### Thai Airways Ltd.—

From Penang to Bangkok 3 a week.

Malayan Airways Ltd. is a private company registered in Singapore and, for use in Malaya, has a fleet of eleven DC3 aeroplanes. These normally carry 21 passengers each but in November three were converted to 28 seats for use on tourist services. The company scheduled 6,805 flights during the year and of these 6,786 were operated. Regularity of 99.7 per cent. was achieved and punctuality at 95.1 per cent. was .2 per cent. lower than the previous year. These figures would have been better had it not been for very adverse weather during December.

The Federation Air Service is owned by Government and has a fleet of five DH Beaver aeroplanes. The service was managed for  $2\frac{1}{2}$  years by Malayan Airways but, from 1st July, the management was taken over by the Malayan Railway. This service is designed to provide air communications with the more remote places and there are 44 landing grounds to which the Beavers can go on scheduled services or on charter.

There are flying clubs at Kuala Lumpur, Ipoh, Penang and Kluang; these use light aircraft and in the case of Ipoh gliders are also flown.

The Royal Navy and the Royal Air Force are constant users of Kuala Lumpur Airport. Occasional visitors were BOAC, Skyways Ltd., Hunting Aerosurveys Ltd. and a number of private owners.

### *Administration*

Civil aviation is administered by the Department of Civil Aviation which from 1st February was placed in the portfolio of the Member for Transport. The revenue earned by the Department is mainly from fees paid by commercial aircraft for the use of aerodromes. Total revenue amounted to \$320,744 as compared with \$414,017 in the previous year. The running expenses of the Department, excluding capital costs, amounted to \$1,317,017. The establishment comprises a Director and his headquarters staff, and eight Aerodrome Managers with their staffs, making a total of 141.

### *Air Traffic Statistics*

The number of aeroplanes of all types which landed or took off at civil aerodromes was 35,812, and Kuala Lumpur was the busiest with an average of 98 movements a day.

The number of passengers travelling by air fell by 17.3 per cent. but tended to improve towards the end of the year. The figures below, for each aerodrome used for regular air services, give the number of civil aeroplanes arriving or departing and the passengers and cargo set down and taken up.

### *Statistics:*

		Aircraft Movements	Passengers	Cargo	Mail
				Cargo and Mail (in tons)	
(i) Major Airports and Aerodromes					
Kuala Lumpur	...	14,954 (18,292)	51,914 ( 63,629)	1,344.0 (1,288.4)	175.3 (287.0)
Ipoh	...	8,816 ( 7,220)	21,657 ( 27,404)	527.3 ( 655.3)	58.9 ( 69.8)
Taiping	...	1,926 ( 2,304)	6,609 ( 8,008)	164.6 ( 157.3)	6.8 ( 6.8)
Penang	...	5,550 ( 5,760)	36,272 ( 45,113)	844.6 ( 953.9)	120.1 (121.0)
Alor Star	...	622 ( 766)	4,383 ( 4,373)	27.6 ( 43.2)	3.5 ( 3.5)
Kota Bharu	...	1,380 ( 1,714)	12,589 ( 19,033)	356.5 (1,151.5)	42.8 ( 64.9)
Kuantan	...	2,134 ( 1,716)	8,079 ( 9,854)	106.7 ( 97.3)	13.8 ( 16.7)
Malacca	...	2,342 ( 2,744)	11,183 ( 10,282)	10.0 ( 11.0)	1.3 ( 12.2)
(ii) Landing Grounds					
Jenderata	...	524 ( 724)	680 ( 959)		
Sitiawan	...	524 ( 724)	421 ( 863)		
Benta	...	474 ( 808)	847 ( 1,598)		
Kuala Trengganu	...	607 ( 686)	1,053 ( 1,239)		
Temerloh	...	874 ( 606)	2,086 ( 776)		
Bentong	...	568 ( 824)	796 ( 1,421)		
Dungun	...	890 ( 402)	2,090 ( 868)		
Bidor	...	148 ( 224)	292 ( 267)		
Labu Kubong	...	180 ( 16)	296 ( 56)		
Kemaman (Chukai)	...	150 ( — )	415 ( — )		
Grik	...	13 ( — )	23 ( — )		
Kroh	...	16 ( — )	28 ( — )		
Ulu Bernam	...	164 ( — )	299 ( — )		
Kampung Lambor	...	108 ( — )	138 ( — )		
Kluang	...	— ( 208)	— ( 79)		
Batu Pahat	...	— ( 208)	— ( 107)		
Johore Bahru	...	— ( 330)	— ( 108)		
Mersing	...	— ( 86)	— ( 57)		
Segamat	...	— ( 36)	— ( 4)		
		42,964 (46,398)	162,150 (196,098)	3,381.3 (4,357.9)	422.5 (581.9)

The figures in brackets are those for 1953.



## METEOROLOGICAL

The organisation and functions of the Pan-Malayan Meteorological Service were described in the Annual Report for 1951; the changes and activities during 1954 were, briefly, as follows:

## METEOROLOGICAL OFFICE—SINGAPORE

*Aviation Services*

The provision of meteorological information for aviation was the major commitment of the main Meteorological Office at Kallang Airport (Singapore). An overall improvement continued in the number of weather observations received in the Meteorological Office, due mainly to the increasing co-operation of ships and aircraft and the extension of surface networks; the network of observations, particularly during the hours of darkness, from some areas remained very sparse. Weather reports and forecasts were supplied, in accordance with procedures of the International Civil Aviation Organisation, to all aircraft operating on routes within, or passing through, the Singapore Flight Information Region covering an area of approximately half a million square miles surrounding Malaya. The Singapore Meteorological Office was responsible for the provision of meteorological information to civil aircraft throughout this region.

All civil aircraft operating from airfields in the Malaya/Borneo territories were issued with route and terminal forecasts prior to their departures, but pre-flight briefing was possible only at the Singapore Meteorological Office.

All civil aircraft in flight entering the Singapore Flight Information Region were issued by radio telegraphy or radio telephony with route and terminal forecasts for the remainder of their flights.

A continuous watch was maintained on the weather on all routes in the Singapore Flight Information Region, and amended forecasts were sent to aircraft in flight as necessary. In addition to these services for individual aircraft, a radio telegraphy broadcast of weather observations and forecasts for the major airfields in Singapore and the Federation of Malaya was transmitted from Singapore at half hourly intervals throughout the twenty-four hours, for the information of aircraft operating within a radius of approximately 750 miles from Singapore.

The regular exchange of advisory forecasts between the Singapore Meteorological Office and other main Meteorological Offices in South East Asia was maintained.

Forecasts were supplied twice daily to Air Traffic Control Officers of the Civil Aviation Department to keep them informed of expected weather conditions along the routes under their control.

*Shipping Services*

Routine weather forecasts, covering the South China Sea and the Malacca Straits, were issued and broadcast twice daily for the benefit of the Royal and Merchant Navies.

Synoptic data were compiled five times daily and sent to the Royal Navy, in addition to a forecast for the next twenty-four hours for the South China Sea and the Malacca Straits, for inclusion in the Fleet Synoptic Broadcast.

Ships at sea, in accordance with the provisions of international conventions for the safety of life at sea, reported weather on 4,612 occasions to the coast radio stations at Penang and Singapore.

Six ships were selected and equipped with meteorological instruments and, with the two ships selected and equipped towards the end of 1953, made routine meteorological observations, maintained weather logs and reported by radio at fixed times through the shore radio stations.

*Other Services*

A daily report of the maximum and minimum temperatures and daily rainfall recorded in Singapore and the main towns of the Federation of Malaya was supplied to the Press and the Public Relations Officer, Singapore.

Forecasts, climatological data, and miscellaneous items of weather information were supplied to the Public Works Department, Police, City Council engineers, Shipping Companies, Commercial Firms and many other interested organisations and individuals.

In January, February, November and December, the months of the North-east monsoon, the Singapore Meteorological Office maintained a special watch on weather conditions along the east coast of Malaya and issued

- (1) Warnings of prolonged heavy rain to the British Adviser, Trengganu, the State Secretary, Pahang, and the Chief Police Officer, Kota Bharu, Kelantan.
- (2) Warnings of prolonged heavy rain, strong winds and heavy swell to the Fisheries Officer, Trengganu.
- (3) Warnings of heavy swell and rough seas to the Malay States Shipping Company, Dungun, and the Eastern Mining and Metals Company, Dungun.
- (4) Daily forecasts of weather, wind and state of sea along the coasts of Eastern Malaya, North Borneo and Sarawak to Malayan Stevedoring and Transportation, Ltd., Singapore.



*Summary of written forecasts issued by the Meteorological Office, Singapore*

Forecasts to Aircraft crews (briefings)	...	...	...	6,476
Landing forecasts broadcast to aircraft in flight	...	...	...	17,520
Forecasts to Malayan Stations for aircraft	...	...	...	6,257
Shipping forecasts	...	...	...	1,095
Analyses	...	...	...	365

*Advisory forecasts and forecasts to aircraft in flight on the following routes:*

Calcutta to Singapore	...	...	...	...	...	1,453
Rangoon to Singapore	...	...	...	...	...	463
Bangkok to Singapore to Djakarta	...	...	...	...	...	3,281
Saigon to Singapore	...	...	...	...	...	730
Hongkong to Singapore	...	...	...	...	...	559
Manila to Singapore	...	...	...	...	...	226
Darwin to Singapore	...	...	...	...	...	780
Djakarta to Singapore to Bangkok	...	...	...	...	...	1,745
Colombo to Singapore	...	...	...	...	...	981
Hongkong to Labuan	...	...	...	...	...	297
Darwin to Labuan	...	...	...	...	...	333
Djakarta to Labuan	...	...	...	...	...	212
Manila to Labuan	...	...	...	...	...	917
Borneo Territories to Singapore	...	...	...	...	...	1,361
Madras to Singapore	...	...	...	...	...	134
Miscellaneous routes	...	...	...	...	...	360
Area forecasts for Area Control, Kallang	...	...	...	...	...	700
Heavy Rainfall, Storm and Swell Warnings	...	...	...	...	...	50
Total						46,295

## METEOROLOGICAL STATIONS

Eleven first order meteorological stations, one in Singapore and the remainder in the Federation of Malaya, were maintained. The stations on the main airfields at Singapore, Kuala Lumpur, Penang, Kota Bharu and Kuantan kept continuous watches; the stations at Malacca and Sitiawan kept daily watches from 0130 to 1930 hours local time, and the remaining stations at Mersing, Ipoh, Alor Star and Trengganu kept watches from 0730 to 1930 hours local time.

Routine surface observations at the main synoptic hours were made at all stations; reports of weather deterioration and improvement were also issued in accordance with international procedures. The stations at Singapore, Kuala Lumpur, Penang, Kota Bharu and Kuantan issued hourly reports and, in addition, the Singapore station issued reports every half hour; upper winds were also measured four times daily at these five stations.

In addition to maintaining normal climatological work and the issue of regular coded reports at the standard hours of observation, meteorological stations in the Federation supplied 43,966 reports of weather

at airfields to aircraft in flight, and decoded into plain language 6,257 forecasts issued from the Singapore forecast office for aircraft operating in the Federation of Malaya.

Surface observations throughout the hours of daylight, and upper wind observations twice daily, were made at Christmas Island by the staff of the British Phosphate Company. Meteorological stations in Sarawak and North Borneo continued to report regular surface and upper wind observations.

Inspections of first order meteorological stations, and auxiliary stations, were carried out at regular intervals by the Meteorological Supervisors stationed at Kota Bharu, Penang and Kuala Lumpur; inspections were also made by Meteorological Officers from the Headquarters office.

Under a Colonial Development and Welfare grant, two new quarters were built at the Penang station; the meteorological station, Malacca, was removed from its old site on Bukit China to a new site on the airfield and three new quarters were built; and three new quarters were practically completed at Kota Bharu.

#### AUXILIARY STATIONS

Forty-four auxiliary stations in the Federation of Malaya sent regular monthly returns of temperature and rainfall; and several of these stations were supplied with new instruments and equipment.

#### UPPER AIR OBSERVATORY

Research into the upper atmosphere in low latitudes was carried out at the Paya Lebar upper air experimental station which was set up to assess the value of the establishment of a permanent upper air observatory. This research was financed by funds from the Colonial Development and Welfare Scheme, and by the Governments of the Malaya/Borneo territories. Upper winds were determined twice daily throughout the year, and pressures, temperatures and humidities once daily from the middle of the year, to heights well above the tropopause (i.e. above 54,000 feet approximately) by using radar techniques for tracking hydrogen filled balloons carrying meteorological instruments.

#### HEADQUARTERS—SINGAPORE

##### *Administration*

The Headquarters in Singapore continued to be responsible for the administration and co-ordination of all meteorological work in the Federation of Malaya and Singapore.



*Climatology*

During the year the routine analysis of all observational records from meteorological stations and from ships was carried out and the following publications were prepared and printed:

*Monthly*

- (I) Abstracts of Meteorological Observations, 1954.
- (II) Pilot Balloon and Radar Wind Data, 1954.

*Annual*

- (I) Annual Summary of Observations, 1953.
- (II) Frequency tables of Low Cloud, Visibility, Sunshine and Anemogram Analysis, 1953.

*Enquiries*

Climatological data was issued on request to commercial firms, industrial and research organisations, Government Departments and the Press. In several instances existing climatological data, compiled as a result of routine analysis, was unsuitable and special analyses of existing data were made.

*Micro-filming of Records*

As a precaution against loss, damage or destruction of the originals, all essential weather records for the year were micro-filmed.

*Research*

Research into the upper atmosphere, and its properties in low latitudes, was carried out at the Paya Lebar Upper Air Experimental station. The investigation of rainfall and its distribution, which was commenced in 1953, continued. Towards the end of year, the three sub-standard barometers at Headquarters were standardised against travelling standards from the Australian Meteorological Service; standardisation of station barometers and re-determination of their heights above mean sea level were also undertaken.

The staff position at the end of the year is shown in the Table below: Figures in brackets give the approved establishment.

	Headquarters	Singapore	Federation of Malaya
Director ... ..	1 (1)	—	—
Assistant Director ... ..	1 (1)	—	—
Meteorological Officers ... ..	2 (2)	6 (6)	— (1)
Assistant Meteorological Officers ... ..	—	3 (3)	1 (3)
Meteorological Assistants ... ..	7 (7)	24 (25)	31 (35)
General Clerical Service ... ..	4 (4)	1 (1)	— (1)
Comptometer Operator ... ..	1 (1)	—	—
Junior Meteorological Assistants ... ..	—	—	21 (45)
Junior Technical Assistants ... ..	5 (5)	8 (8)	—

## Chapter XIII

### INFORMATION SERVICES AND BROADCASTING

#### INFORMATION SERVICES

Financial stringency and changes of function both within and without the Department presented a challenge during 1954. Senior staff was reduced; the Psychological Warfare Section was transferred to the control of the Director of Operations and cuts had to be made in the financial allocations to the Department. But the challenge was successfully met; and the Information Services were able to carry out their duties satisfactorily. In particular, the transfer of responsibilities of the Psychological Warfare Section was achieved smoothly and effectively.

#### ESTABLISHMENT

##### *Information Services*

Division			As on 1-1-54			As on 1-1-55		
			Establishment	Emergency	Total	Establishment	Emergency	Total
I	...	...	21	21	42	18	11	29
II	...	...	24	2	26	22	—	22
III	...	...	382	16	398	325	5	330
IV	...	...	159	—	159	145	—	145
Total...			586	39	625	510	16	526

##### *Malayan Film Unit*

Division			As on 1-1-54		As on 1-1-55	
			Establishment	Total	Establishment	Total
I	...	...	10	10	9	9
II	...	...	5	5	5	5
III	...	...	44	44	40	40
IV	...	...	62	62	54	54
Total			121	121	108	108

*Staff of Psychological Warfare Section transferred to the Director of Operations' Staff, Defence Department, with effect from 1-1-1955:*

Division I	...	...	1
Division II	...	...	2
Division III	...	...	9
Division IV	...	...	3
*S.E.Ps.	...	...	4
Total			19

\* Surrendered Enemy Personnel.



## FINANCE

			Budget Estimate	Actual Expenditure	
			\$	\$	c.
1953	...	...	6,885,620	...	6,224,694.79
1954	...	...	*6,764,054	...	5,472,433.54
1955	...	...	5,739,789	...	Not yet completed

## POLICY

The Information Services were entrusted with three main tasks for 1954. They were:

*Emergency*

To assist in the increase in the Communist Terrorists surrender rate from 32.5 to 40 a month.

*Non-Emergency*

- (a) The creation of Election-mindedness.
- (b) The popularisation of Community Development within the limits of plans laid down by Government.

The first task was not achieved. Reasons for the failure are given in another section of this Report; but reports from States and Settlements indicate that international events have an important impact on the Communist's will to surrender. The setbacks suffered by democracy in Korea and Indo-China did much to counter efforts to undermine Communist faith in the ultimate victory of their cause in the Federation.

Figures relating to such Elections as have already been held in the Federation indicate the success of the Information Services' efforts to prepare the way for the establishment of democratic institutions. The highlight of these endeavours was the Elections Festival held in Kuala Lumpur in October. This demonstrated the mechanics of democratic elections by model, cut-out and picture and, in addition, showed the connection between departments of Government and the everyday lives of the people. It was open for one week in Kuala Lumpur and attracted 60,000 people. Five thousand school children participated in an Elections Quiz and there is no doubt that the keenness of the children alone resulted in greatly increased election awareness in their homes. A modified form of the Elections Festival attracted great interest in Seremban and Malacca, and it is planned to take it on tour throughout the Federation in the first half of 1955.

The results of the Department's work in this connection are reflected in the results achieved. Thus in the Kuala Lumpur Municipal Elections the number of citizens on the register was trebled in the last fortnight

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Includes A.S.V. for \$90,000 for maintenance of vehicles and \$31,000 for Elections publicity.

of the registration period; an 85 per cent. poll was achieved in the Johore State Council Elections and polls in excess of 80 per cent. were recorded in Kuantan and Perak.

Every available propaganda medium was employed in telling the people the meaning of the vote and their duties and privileges in connection with it. Radio Malaya played a great part, as did mobile units with exhortation, film and dramatic sketch. Posters, pamphlets and booklets were distributed by the hundred thousand and even Voice Aircraft broadcast election messages over towns and villages which lay on their courses to and from Emergency operational targets.

With regard to Community Development, work in 1954 was largely confined to Civics Courses. The courses, which are either organised or assisted by Information Services, continued to be extremely popular and attracted "students" from all sections who are in a position to influence the rest of the community. They vary from religious teachers to convicts, Kirkby students to estate labourers and European commercial assistants to Police NCOs. Special one-day courses have been successful in Selangor as have "civics luncheons" organised by the Johore Government at which prominent spokesmen address local leaders.

Progressive development of these courses has resulted in less stress being laid on the former theme of how Government helps the people and more on how the people can help themselves. Another departure from principles established in the first years of Civics Courses is that, instead of the students being invariably brought to a State/Settlement Capital in order to "meet the Government," the Government is now often taken to the people in their own village and kampong. This decentralisation has had encouraging results in that lecturers more frequently deal with actual problems personal to their listeners rather than with departmental policies which are sometimes far above the heads of their audiences.

Civics courses remain a high priority of Information Services, for they establish a personal relationship which cannot be achieved by the broadcast or the written word or by films or live-shows.

Successes have attended efforts to ensure continuation of the work of Civics Courses among the communities from which students are drawn by the use of selected volunteer students as "honorary Information Officers" in the Kampongs and Villages in which they live. In Perak, where this idea has been best exploited, 89 Chinese and 53 Malay ex-students are supplied with publicity material which enables them in their everyday life to keep the people in 99 New Villages and Kampongs informed of what progress and development are being achieved in Malaya and to keep them abreast of happenings in the outside



world which affect their own lives. Development in States and Settlements other than Perak is similar, though slower; and it is hoped that recruits to these "Talking Forces" will prove not only mere propagandists but active workers in the formidable task of promoting civic-mindedness which lies ahead.

#### PRESS DIVISION

Reduction of staff in the division did not entail loss of efficiency. Though the output of Press Statements and the facilities provided for visiting newspapermen were unaffected by the economy measures, newspapers, news agencies and resident foreign correspondents were asked to pay \$200 a year for the Federation's photographic news service. Only nine organisations out of the 33 previously supplied agreed to pay. Practically all the vernacular papers refused to subscribe. Later in the year it was decided to discontinue charging for the photographic service and next year photographs will again be supplied free to all news organisations which want them.

At Headquarters, nearly 3,400 statements on Government activities were put out during the year. The Emergency was covered in nearly 600 of them and more than half of these were issued in Malay, Chinese and Tamil. Approximately 550 news photographs were issued to each of the organisations which subscribed to the photographic service.

Seventy-four foreign newspaper correspondents from more than a dozen different countries asked for the Division's help in meeting high officials, political leaders and in seeing the country. For many, complete programmes covering most of Government's activities were arranged. Each was given a set of basic documents—about 70 reports, official speeches and statements on Government policy—to be used as background material to what they gathered on the spot.

A new species of foreign correspondent is beginning to make his appearance. He comes loaded with equipment and demands that the people and things he sees should not only be important and interesting, but photogenic as well. He is the television correspondent; and during the year such men from the United States and Germany came to the Federation.

#### COMMUNITY LISTENING

The total number of Community Listening sets installed at the end of the year was 1,047 and installation is now complete. Sets are sited as follows:

State/Settlement			Battery Sets		Main Sets		Total
Penang	...	...	34	...	5	...	39
Malacca	...	... ( 1)	55	...	—	...	55
Perak	...	... (13)	221	...	23	...	244

The figures in brackets are battery sets ordered for conversion to mains.

State/Settlement			Battery Sets		Main Sets		Total
Selangor	...	...	100	...	4	...	104
Negri Sembilan	...	(3)	89	...	6	...	95
Pahang	...	(2)	149	...	9	...	158
Johore	...	(1)	103	...	4	...	107
Kelantan	...	...	86	...	—	...	86
Trengganu	...	...	71	...	8	...	79
Perlis	...	...	16	...	—	...	16
Kedah	...	...	64	...	—	...	64
			<hr/> 988	...	<hr/> 59	...	<hr/> 1,047

The figures in brackets are battery sets ordered for conversion to mains.

The vast difference between the number of battery as against mains sets is explained chiefly by the fact that Community Listening Scheme sites were selected for their inaccessability to ordinary news services. Battery-charging continues to be the main obstacle to the efficiency of the Community listening scheme, and this has only partly been overcome by the creation of further charging centres. Arrangements have been made for the replacement of battery by main sets as electricity becomes available; but this is a slow process.

The Kedah State Government have supplemented their allocation of receiving sets under the Community Listening Scheme by the purchase of a number of sets. These have been placed under the administration of Information Services, although maintenance and replacement costs are the responsibility of the Kedah Government.

Routine maintenance of all sets is the responsibility of the contractors, Messrs. The General Electric Company, and set-holders can obtain service by the use of printed cards with which all have been supplied. Information Services field staff keep a watchful eye on the working of the Scheme as part of their routine duties and systematic checks are made from time to time.

#### PUBLICATIONS AND DISTRIBUTION

The production of special booklets and pamphlets was severely reduced in comparison with 1953 and, although editorial and production facilities were offered to other Government Departments for publication of their own material, financial restrictions resulted in a diminution of output. The Department was, however, able to establish a useful basis of collaboration with the Postal Department in the planning and implementation of special campaigns.

The Department maintained close liaison with the Central Office of Information (London), the Regional Information Office (Singapore), the Public Relations Office of the Singapore Government, the British Council and, last but by no means least, the United States Information Services. Ready help was forthcoming from them all, and by the



courtesy of the last-mentioned, the resources of the Regional Production Centre in Manila were harnessed for the production of much Election material.

The demand for all Information Services newspapers increased and the print order for the weekly Malay newspaper "Panduan Ra'ayat" was raised from 50,000 to 58,000 at the end of the year. The increase of 8,000 was for distribution to Home Guards. A similar Tamil newspaper "Janobahari" has a circulation of 25,000 a week and the Chinese monthly "Farmers' News" and fortnightly "Struggle News" have an aggregate circulation of 75,000. Another regular publication is the Current Affairs Bulletin, a monthly news-sheet in Jawi giving background material to internal and international news items, which is distributed to all Malay school teachers. It is proposed to increase its distribution, so that Chinese, Tamil and English versions will become available not only to teachers but to people of influence in all communities.

#### MOBILE UNITS

The number of mobile units remained constant throughout the year at 90—83 vehicles and seven boats. Crews were reduced by integration of the posts of driver and mobile cinema operator; and although this resulted in considerable strain on two-man crews (the majority of the field units), there was no reduction in the number of visits and no falling-off in standards of presentation. To most people in Malaya—and more than a million are contacted each month—the field staff and their mobile units are the Information Services; and the Department is to be judged on the record of a body of men (and two women) who do their work often in conditions of discomfort and sometimes of danger.

The main non-Emergency tasks of the field staff during the year were concerned with Elections, particularly Federal registration, and the declaration of "White Areas" (in 23 of which over 2,000,000 people now live free from most Emergency restrictions). In co-operation with the Health authorities, special programmes were given during Health Week.

Extra-routine duties during the year were high-lighted on three occasions when mobile unit loudspeakers obviated possible clashes between Security Force patrols which were in danger of running foul of each other; and again when a field unit saved an ugly situation when padi-cultivators threatened trouble over their inability to dispose of their crop.

#### ADVISORY PANEL

From time to time in the past difficulty has been experienced in securing advice on Information policy as it affects various departments

of Government. This difficulty was largely resolved during the year by the creation of an Advisory Panel, comprising the Secretary to the Member for Home Affairs, The Secretary to Government, The Secretary for Chinese Affairs, The Deputy Secretary for Defence and a liaison officer on the Director of Operations' staff. This Panel meets the Director of Information Services regularly and has been most useful in advising not only on the content of publicity but also on its timing.

#### FILMS DIVISION

1954 was a most successful year for the Malayan Film Unit (MFU). It was a year in which the results of technical training, of investment in new equipment and of the 1953 re-organisation were demonstrated. There was a marked improvement in production quality and again there was an increase in the number of films made, in revenue earned, and in output from the laboratory. The confidence placed in the ability of local men to take charge of all the technical phases of film-making was fully justified. Their success was acknowledged last May at the South-East Asian Film Festival in Tokyo by the presentation of two major awards for the best photography and the best planning in a group of five films in the non-dramatic category. Four of these five films were directed, filmed, edited and recorded by Malaysians. Two MFU films, both made by Malaysians, were selected for exhibition at the 1954 Film Festival in Edinburgh. MFU films are now being shown in 43 different countries outside the Federation and 1,340 copies of MFU films have been sent overseas. Many copies have been made in Australia, Canada, Germany, Cairo, and Saigon from printing material supplied by the Film Unit.

The production organisation ran smoothly with the result that the Film Unit made a total of 59 new subjects comprising 64 reels of film. This was more than had been planned for 1954. Most films were made with Malay, Mandarin, Tamil and English commentaries and the separate language versions totalled 214 reels.

The 59 films ranged over a very wide number of subjects. All were designed to be of educational value and to convert the complex issues of the country into terms of local interest in agriculture, in industry, in the home, in the schools, in the university and colleges, in the co-operatives, the trade unions, women's groups, youth organisations, etc. These films help Government to give an account of its stewardship, explain its legislation and provide a background of civic understanding.

In addition, 60 news films were sent to London for newsreel and television use in the United Kingdom and the U.S.A. There were 16 films in various stages of production from scripting to recording on December 31st, 1954.



The number of prints made by the laboratory during the year was 4,725 in 16 mm. (4,690 in 1953) and 1,316 in 35 mm. (880 in 1953).

The Film Unit continued its policy of hiring its equipment, technicians and services to visiting film production teams. It accepted commissions to make film sequences for use in films being made abroad and it also supplied, on a sales basis, "stock shot" material from its library.

Revenue from providing services of this kind was approximately \$60,000.

In 1954 the Film Unit earned more money from making films for outside sponsors, sale of prints, hire of equipment, etc. than in any previous year of its existence. It also spent less money than in any of the last three years during which the Unit was maintained at its present strength. Details of revenue earned are as follows:

1952	...	...	\$ 17,612
1953	...	...	176,508 (increase of 902% over 1952)
1954	...	...	246,591 (increase of 40% over 1953)

The policy is to produce revenue wherever possible, provided the task of film production for public education is not jeopardised. Increasing revenue accrued from commercial distribution of films in the United Kingdom, and in Indonesia; and the Foreign Office bought a large number of copies for use at various F.O. posts. A beginning has been made with regard to the sale of films to certain Commonwealth and European countries and this business should develop profitably.

6,190 films were shown in Malayan cinemas during 1954 and 173 cinemas used MFU films regularly. All films were provided without charge.

Abroad, the main success in the commercial field has been in the United Kingdom where 19 MFU films are under revenue-earning contracts to commercial film distributing companies for showing in public cinemas.

Their titles are:

*Service at Sea, Land of the Hornbill, Abode of Peace, Kinta Spirit, Tanjong Karang, To-morrow is Theirs, Before the Wind, Journey by Jungle River, The Knife, Jungle Fort, A Better Man, Proudly Presenting Yong Peng, Yoke Heng's Story, Letter from Home, Made in Malaya, Trez Amigos, Returned with Thanks, Starve Them Out, Know Your Malaya Nos. 1 and 2.*

Commercial distribution of many MFU films has been arranged in Indonesia by the Information Section of the British Embassy in Djakarta. The musical film TREZ AMIGOS is to have commercial

showing in Spain and Portugal, TOMORROW IS THEIRS in South Africa and Egypt, and TANJONG KARANG in South Africa, Southern Rhodesia and Portuguese East Africa. Arrangements will soon be made to expand the commercial use of MFU films overseas, particularly in Australia, Burma and Siam.

In Malaya, MFU films are supplied to Information Services' 90 mobile film units which gave a total of 14,092 film shows in 1954. They are available also from the Federal Film Library (FFL) to groups and organisations which have their own projectors. The number of prints from the Film Unit and other sources placed in distribution during the year through FFL totalled 6,500×16 mm. and 1,100×35 mm. prints.

Regular borrowers numbered 394 and an average of 3,180 films moved in and out of the Library each month. The annual Malayan audience for non-commercial showings of MFU films is estimated at 10 millions.

1,340 copies of MFU films were sent overseas from Kuala Lumpur and from London to 43 different countries. Copies of some films were made in Australia and Canada for use there. TANJONG KARANG was dubbed in German in Hamburg, CHIK'S GREAT ADVENTURE in Arabic in Cairo for use in the Middle East, BEFORE THE WIND in Vietnamese in Saigon and A NEW LIFE was dubbed in Burmese in London.

Prints of MFU films have been placed in the Overseas Lending Library, London, which is used by the Colonial Office, Commonwealth Relations Office, and Foreign Office for their posts overseas. United Kingdom film-users can borrow MFU films from the Central Film Library in London.

TANJONG KARANG and STARVE THEM OUT were shown at a UNESCO Conference in New York, BUFFALOES FOR PLOUGHING at the UNESCO General Assembly in Monte Video and BEFORE THE WIND at the Colombo Plan Conference in Ottawa.

All this overseas distribution has been achieved without cost to the Federation Government and a modest revenue has been earned.

Easily the most spectacular success in overseas showings of MFU films was in commercial and television newsreels.

The following analysis illustrates the extent of the newsreel service in 1954:

No. of stories used by U.K. newsreels	...	...	...	29
No. of stories used by B.B.C. Television	...	...	...	31
No. of stories used by U.S.A. newsreels	...	...	...	3



No. of stories used by U.S. Television Chains	...	...	23
No. of stories used in "British News" (goes to all British territories overseas)...	...	...	10
No. of stories used in foreign newsreels	...	...	17

### BROADCASTING

The Department of Broadcasting operates on a pan-Malayan basis in the territories of the Colony of Singapore and the Federation of Malaya. Headquarters of the Department are situated in Singapore and the Federal Headquarters are situated in Kuala Lumpur. The Federation Headquarters administers the three Stations which operate in Kuala Lumpur, Penang and Malacca.

At December, 1954, the staff numbered 200 of which only 11 were Expatriate Officers. Hours of Broadcasting averaged 165 hours per week from the Kuala Lumpur and Penang Stations and 78 hours per week from the Malacca Station. The languages used are English, Chinese (7 dialects), Malay and Tamil.

The location and power of the Department's Transmitters are as shown hereunder:

#### Kuala Lumpur

(Kajang Transmitter Station)	...	2 × 10 KW Medium wave Transmitters.
		1 × 5 KW Medium wave Transmitter.

#### Penang

(Glugor Transmitter Station)	...	2 × 2 KW Medium wave Transmitters.
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#### Malacca

(Garden City Transmitter Station)	1 × 250 W Medium wave Transmitter.
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The programmes originated by the Department cover the widest possible field in each language, i.e., music, variety, drama, news, news-talks, education, science, health, farming, civics, quizzes, stories and request programmes. In addition, much programme time is devoted to the Emergency and the fight against militant Communism.

Local talent is widely encouraged and fostered. The proportion of local artists and writers featured in Federation programmes was higher in the year under review than in previous years. With the forthcoming State and Federal Elections, the Department is playing an active role in bringing to listeners the purpose of such Elections and the part the people must play in the progress of Malaya towards self-government.

The licence fee for operating wireless receivers in Malaya is \$12 per annum. The number of current Wireless Licences as at 31st December, 1954, was 125,286.

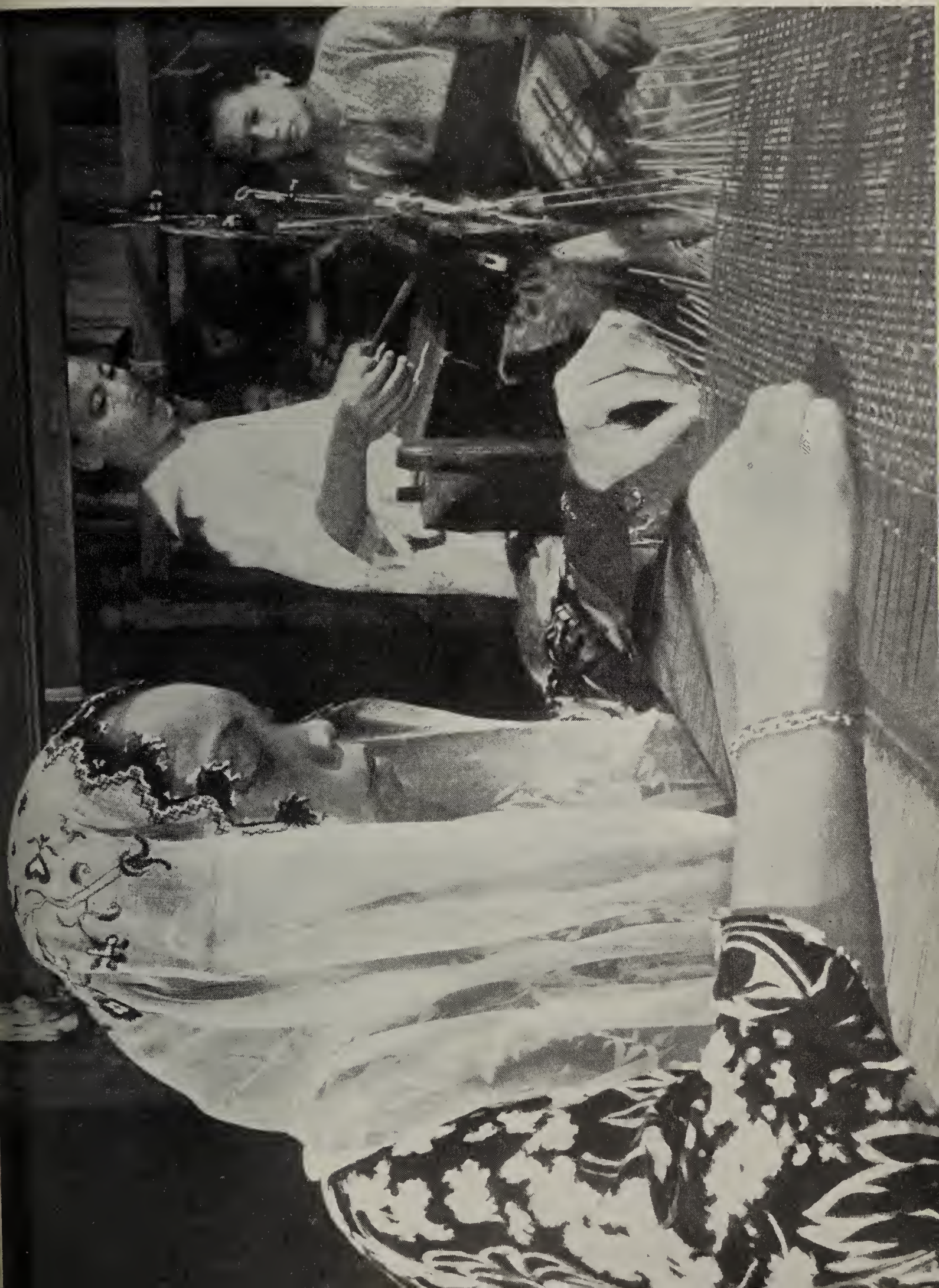
Rediffusion (Malaya) Ltd. (a subsidiary of British Relay Services Ltd.) operates wired services in the urban and sub-urban areas of Kuala Lumpur and Penang. This Company, which is under licence to the Federal Government, is permitted to originate its own programmes in addition to relaying a prescribed proportion of the programmes broadcast by the Department of Broadcasting. A small proportion of the Rediffusion originated programmes are sponsored by local commercial companies. Rediffusion subscribers pay \$1 per month as licence fee which brings to Government an estimated annual revenue of \$12,000.

A major step forward was made in September of 1954 when the Department of Broadcasting was linked to the Very High Frequency Communication Scheme recently inaugurated by the Department of Telecommunications. All Stations of the Department are now linked together by means of V.H.F. circuits. Thus Stations which did not previously operate shortwave transmissions, and could thus only be heard in their own areas, can now subscribe to General Programmes and be heard throughout Malaya and Singapore.





A Malay woman  
weaving a sarong





Boys at the  
Youth Leadership  
Training Centre,  
Morib.  
From left to right  
a Malay, Chinese,  
Eurasian and  
Indian





## Chapter XIV

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### LOCAL FORCES

#### FEDERATION REGULAR MILITARY FORCES

In 1954, the raising of two more infantry battalions of the Federation Military Forces was completed, considerable progress towards the raising of a squadron of Field Engineers was made, and the existing Squadron of Armoured Cars was enlarged. Apart from this, no new units were raised.

By March, the Battalion Headquarters, Headquarter Company, and one rifle company of the 1st Battalion The Federation Regiment had assembled. Additional rifle companies assembled in May, October and December. By the end of the year, the battalion was complete and ready for operations, based in Butterworth. This was several months ahead of schedule, and was in part due to the good response to recruiting amongst non-Malays. There were many problems connected with the raising of this first major multi-racial unit, but that they have been overcome augurs well for the future of the Federation Regiment in which a healthy spirit of racial tolerance and *esprit de corps* already exists.

The 7th Battalion The Malay Regiment, which had completed assembly by the beginning of the year, became fully operational at Raub in April, and has already made its mark in anti-terrorist operations.

Two additional troops of the Federation Armoured Car Regiment had completed assembling at Kluang by July. Although these were originally intended to form the first part of the second squadron of the Regiment, they are now part of the first squadron which, as a result, has seven troops instead of the normal five.

The Headquarters troop of the 76th Federal Field Squadron assembled in January, and two field troops had assembled by the end of July. Extensive training was undertaken and operational work was done, including the reconnaissance and construction of helicopter landing zones. The squadron will be fully operational on completion of training in the latter half of 1955.

The development of the Federation Military College continued. Financial restrictions have limited the size of the College in comparison with the original plans, but it is still designed to produce sufficient regular officers of the right calibre to cater for the needs of the Federation



Forces for many years to come. It is intended that approximately 70 boys a year will be admitted, and after four years' training half this number will annually go on for a further two years' military training in the Cadet Wing, and half will be available to fill Government posts and positions in industry and commerce. By the end of the year, planning for a new and impressive site for the College was well advanced.

As the first officers will not pass out from the Cadet Wing of the Federation Military College until the end of 1959, potential officers have continued to attend courses at the Royal Military Academy at Sandhurst, England, and it is noteworthy that the standard of Malayan cadets undergoing training in England improved during 1954. In May, the first batch of 11 cadets began a two-year course of study at the Kuala Lumpur Technical College as part of a long-term project to produce officers for technical arms in the Federation Military Forces.

As a further result of the delay in the programme of expansion, a number of potential officers who were already undergoing training in Great Britain, and some already commissioned, who had originally been selected for the 2nd and 3rd Battalions The Federation Regiment, became surplus to requirements. Arrangements were therefore made for these surplus officers to be commissioned into other Arms and Services. Where such Corps do not yet exist in the Federation Forces, these officers will be loaned to Imperial Army units where they will gain valuable experience pending the raising of such units in the Federation Forces.

In December, 1954, the first two Malayan officers to attend the Staff College, Camberley, completed their course and are now being employed as fully trained staff officers on the Headquarters of the 1st Federal Division.

During the year the assent of Her Majesty and Their Highnesses the Rulers of the Malay States was given to the following affiliations between units of the Federation Military Forces and units of the British Army.

#### REGIMENTAL AFFILIATIONS

- 1st Battalion The Malay Regiment with  
The Royal Lincolnshire Regiment
- 2nd Battalion The Malay Regiment with  
The Loyal Regiment (North Lancashire)
- 3rd Battalion The Malay Regiment with  
The Royal Warwickshire Regiment
- 4th Battalion The Malay Regiment with  
The Royal Welch Fusiliers

- 5th Battalion The Malay Regiment with  
The King's Own Scottish Borderers
- 6th Battalion The Malay Regiment with  
The Dorset Regiment
- 7th Battalion The Malay Regiment with  
The York and Lancaster Regiment
- 1st Battalion The Federation Regiment with  
The Royal Irish Fusiliers (Princess Victoria's)
- The Federation Armoured Car Regiment with  
13/18th Royal Hussars (Queen Mary's Own)

Among the many advantages which it is hoped will accrue from these affiliations, is that members of the Federation Military Forces attending courses in Great Britain can be looked after by their affiliated British Regiments.

As a result of the decision to stand down the Malay Regiment Reserve in 1953, a small but steadily increasing flow of men from the Colours to the Reserve has taken place during the year. This has brought in its train problems connected with the resettlement of these Reservists in civilian life. Several courses in useful trades have been made available by the British Army for men of the Federation Forces and, in addition, the first six months' course at a vocational training centre at Port Dickson has been run by the Malay Regiment itself. This course provided instruction in carpentry. Materials have been purchased so that future trainees can learn to build complete kampong houses. Progress on schemes designed to offer agricultural training was disappointing, partly owing to the difficulties of providing acceptable agricultural land for the men to settle on when trained, and partly owing to lack of enthusiasm and aptitude among the men themselves. Arrangements were made for men to be attached to civilian firms for six months prior to their transfer to the Reserve, and several men took advantage of this scheme.

In October, it was decided to enlist up to twelve boys for the Malay Regiment Central Band, thereby ensuring a steady flow of trained musicians who will be available for several years to come. This was part of a policy of re-organisation for the Band which needed a "refresher" period of musical training. It had been difficult in the past to arrange such training owing to the many engagements to be fulfilled.

On 22nd June, Her Majesty approved the appointment of Lieutenant-General Sir Hugh Stockwell as Colonel of the Malay Regiment, and on 3rd September Her Majesty approved the appointment of the former High Commissioner, General Sir Gerald Templer, as Colonel of The Federation Regiment.



## FEDERATION VOLUNTEER FORCES

*Malayan Royal Naval Volunteer Reserve*

THE M.R.N.V.R. is a pan-Malayan force with Divisions in the Federation and Singapore. Rules governing the creation of the Federation Division were made on the 12th June, 1952, and this became the effective date of its formation. Craft attached to the Federation Division are styled "H.M.M. Ship" and the colours flown are the White Ensign, the Federation Flag at the Jack and a red St. George's Cross on a white background with a Blue Fly for the masthead pendant. The Ship's badge for the Penang Sub-division tender is composed of the Arms of Penang Settlement surmounted by a Naval Crown.

The Administrative Headquarters of the Federation Division has been set up in Penang, and the buildings which have been erected on the Esplanade also house the Headquarters of the Penang Sub-division. During the year a new naval store and office were completed at Glugor, Penang. Quarters for staff were completed on the same site during the year.

The strength of the Division at the end of the year was 11 officers and 18 ratings on List I (i.e. required to attend for duty and instruction) and 27 officers and 2 ratings on List II (i.e. not so required). After taking account of resignations and discharges, together with the enrolment of fifteen new recruits, there was a net loss of nine ratings during the year. There was no change in the permanent staff.

An additional craft of one 27 ft. whaler was provided on free loan by the Royal Navy during the year. This craft, together with the new facilities completed at Glugor, should improve the standard of boat work in Penang. Other craft held by the Division are one 45 ft. medium speed picket-boat, one 14 ft. sailing dinghy and one 12 ft. skiff. An appreciable amount of equipment sufficient for present requirements for training (except for radio and electrical equipment) was obtained free or on indefinite free loan from the Royal Navy during the year. This equipment included a 20 m.m. Oerlikon gun, a Widdop diesel engine, a 40 m.m. Bofors gun and a depth charge thrower. H.M.S. "Pelandok" was made available by the Senior Officer, Royal Malayan Navy for sea training. Courses at R.M.N. barracks, Singapore, were also arranged. Attendance at training and instruction was very keen. 60 per cent. of the officers borne on List II undertook continuous training during the year. 87 per cent. of the ratings carried out sea training during the year.

Lieut. (E) R.A. Lee, M.R.N.V.R., represented the Federation Division at the R.N.V.R. Jubilee Review in London on 12th June, 1954 when the parade was inspected by Her Majesty the Queen. The Penang

Sub-division took part in Her Majesty the Queen's Birthday Parade on the 10th June, 1954 and also at the Remembrance Day Parade on 7th November, 1954. The first annual "Open Day" was held by the Penang Sub-division, M.R.N.V.R., on Thursday 21st October (Trafalgar Day). The Headquarters was thrown open to the general public to witness M.R.N.V.R. activities and demonstrations.

The Penang Sub-division was inspected by the Flag Officer, Malayan Area (Rear-Admiral E. H. Shattock, O.B.E.) on 22nd June, 1954.

It was not possible, for financial reasons, to make any progress with the formation of the Selangor Sub-division although lectures and sea training were arranged for officers on List II who live in the Kuala Lumpur area.

### *Federation of Malaya Volunteer Force*

The Federation of Malaya Volunteer Force is raised under the provisions of the Volunteer Force Ordinance, 1951. Recruiting began in January, 1952 and on 31st December, 1954, the total strength amounted to 48 officers and 940 other ranks. The establishment is at present limited by considerations of finance. Twelve Malayan officers were commissioned in the course of the year.

The Force consists of the following units:

Federation of Malaya Volunteer Reconnaissance Corps.

Federation of Malaya Volunteer Army Service Corps.

Federation of Malaya Volunteer Electrical and Mechanical Engineers.

Federation of Malaya Volunteer Military Police.

The Headquarters of each unit are in Kuala Lumpur but Company Headquarters are established in Taiping, Ipoh, Seremban and Penang with detachments at Alor Star, Malacca, Klang and Tapah. No new units were raised in 1954.

The Force is under the command of the General Officer Commanding, Malaya, but administrative and financial control is exercised by the Federation Government through a civilian Staff Officer. The Volunteer Commanding Officers are assisted by regular adjutants in the major units and permanent staff instructors in each company.

The 1954 annual camps were held at the barracks of the 2nd Battalion, The Malay Regiment, at Taiping. The F.M.V.R.C. and F.M.V.E.M.E. held their camps from 14th-28th August, and the F.M.V.A.S.C. and F.M.V.M.P. from 4th-18th September. In all, 37 officers and 820 other ranks attended. The camps were visited by His Excellency the High Commissioner, the General Officer Commanding, Malaya, the Secretary for Defence and the Director, Federation Military Forces.



Training was made more interesting and valuable by increased facilities such as vehicles (including armoured vehicles) and other training equipment.

In October, 1954, the Emergency (Federation of Malaya Volunteer Force) (Emergency Service) Regulations, 1954, provided for a volunteer to accept liability for "emergency service." Emergency service includes service in carrying out an operation to arrest or protect the public from armed persons or persons threatening public safety, and also an operation to enforce Emergency measures. Volunteers had previously taken part in Emergency operations, but for legal reasons needed to do so in combination with other Security Forces.

Construction of the new Headquarters in Gurney Road, Kuala Lumpur, was put in hand and the building is expected to be completed in 1955. A central Store is urgently needed but it was not possible to find suitable accommodation. In Taiping the Volunteer Centre has to be shared by detachments of the F.M.V.R.C., F.M.V.E.M.E. and F.M.V.A.S.C. and attempts are being made to ease the overcrowding, by finding additional or alternative accommodation. In Penang, with the co-operation of the Settlement Government and the Military and R.A.F. authorities, arrangements were made to move the Volunteer Force to the pre-war Volunteer Headquarters in Peel Avenue.

#### *Malayan Auxiliary Air Force*

The Malayan Auxiliary Air Force is a force raised jointly by the Federation of Malaya and the Colony of Singapore for the air defence of Malaya, in co-operation with the Royal Air Force.

There are two Wings of this force in the Federation, the Penang Wing and the Kuala Lumpur Wing; each consists of one Squadron and one Fighter Control Unit.

The Squadrons have two tasks, to train pilots to fly, and to train ground personnel to look after the aircraft.

Of the applicants who wished to fly with the Penang and Kuala Lumpur Squadrons in the year only a few had the required qualifications and only one course was started in the Penang Squadron during 1954. A course is expected to start in the Kuala Lumpur Squadron early in 1955.

The training of the 15 pilots already in the Squadrons continued; three completed their flying training and received their "Wings."

The fully trained pilots took part in many leaflet-dropping operations during the year and also in reconnaissance sorties over Communist terrorists camps, sometimes at night.

The M.A.A.F. Squadrons also took part in "Fly Past" on the occasions of the Queen's Birthday and "Battle of Britain" Day.

In all, the Tiger Moths and Harvards of the two Squadrons flew 1,500 hours.

The training of the Squadrons' ground personnel continued and at the end of the year some twenty airmen were fully trained technicians. The training of ground tradesmen takes two years.

The Fighter Control Units of the M.A.A.F. are vital to the air defence of Malaya; in war, it is they who would plot and track enemy aircraft and enable fighters to intercept. Both the Penang and Kuala Lumpur Fighter Control Units made good progress during the year. The strength of these units rose from 150 to 200, and the number of trained telegraphists, fighter plotters and radar operators nearly doubled. Five Fighter Controllers were commissioned on completion of their theoretical training.

Apart from synthetic exercises and interceptions carried out in the vicinity of Penang and Kuala Lumpur, Fighter Control Units took part in a large scale exercise at the end of the year. Super Fortresses of the U.S.A.F. "attacked" Singapore, Kuala Lumpur and Penang over one week-end and the entire air defence system was manned by the Fighter Control Units of the M.A.A.F. Hornets and Vampire Fighters were sent to intercept and were also passed from one F.C.U. to another.

For the second year in succession, the two Squadrons attended annual camp; the Fighter Control Units attended for the first time. The Kuala Lumpur Squadron had their camp at Bayan Lepas airfield at Penang and each pilot flew about 24 hours. The Penang Squadron camp was at Tengah on Singapore Island; pilots averaged 28 hours flying. A number of them flew in Lincoln bombers which attacked terrorist camps. With the co-operation of the Singapore authorities, both the Penang and Kuala Lumpur F.C.U.s attended the camp built for the Singapore Military Forces, near Changi. Training was done in the fully equipped R.A.F. Operations Room on the Island. A large number of interceptions were made with all types of aircraft.

The attendance at all camps, thanks to the co-operation of employers, was high, amounting to 80 per cent. of the total strength.

The Commander-in-Chief, F.E.A.F., visited the Kuala Lumpur Squadron at Penang, and the Air Officer Commanding, Malaya, visited the Penang and Kuala Lumpur F.C.U.s and the Penang Squadron.

#### *Federation of Malaya Air Training Corps*

The Corps is organised with Wing Headquarters at Kuala Lumpur and three Squadrons at Kuala Lumpur, Penang and Ipoh, together with



a Detached Flight at Batu Arang. The strength at the end of the year was 12 officers and 249 cadets against an approved establishment of 18 officers and 320 cadets. More than half of the cadets are Chinese.

All cadets carried out regular ground training during the year, though shortage of Instructors made it difficult to adhere to the training syllabus. Some range firing was carried out, with satisfactory results.

Nos. 1 and 2 Squadrons organised flying training on powered aircraft, and No. 3 Squadron arranged for glider training. Here, too, however, the lack of Instructors was a handicap.

The Acting Commandant and 19 cadets from the Federation and Singapore toured Australia for three weeks at the invitation of the Australian authorities. A reciprocal visit was arranged for cadets of the Australian Air Training Corps. These visits, which were made possible by the collaboration of the R.A.F. and the R.A.A.F., were of great value to the cadets themselves and helped to strengthen the ties of goodwill between Malaya and Australia.

Severe floods in December unfortunately prevented attendance at the Annual Camp, which was to have taken place at Changi, Singapore.

## Chapter XV

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### CO-OPERATIVE DEVELOPMENT

#### THE CO-OPERATIVE MOVEMENT

##### HISTORICAL AND GENERAL

Co-operation in Malaya, as in most Eastern countries, is not a spontaneous growth from the people themselves as it is in the West; it was introduced as a matter of policy by Government in 1923 and its development became the function of a new department. When war broke out in 1939 there were about 650 societies on the register. During the Japanese occupation period most of these were dormant but their funds were safely invested in the Post Office Savings Bank and in gilt-edged securities. After the liberation there was a period of reconstruction and by 1947 there were 841 societies. From then on Co-operation has spread rapidly and at the end of 1954 there were 1,761 societies, or more than double the number.

It had been hoped to consolidate the movement in 1954 but this was not unfortunately possible, for owing to the financial position of the country, no further staff was available. Furthermore, in order to bring the audit position up to date and so comply with the requirements of the law, it was necessary to divert much of the time of circle officers from instruction and supervision to auditing the accounts of rural credit societies and credit societies on estates. It was further necessary to decline to permit the formation of new societies in circles where the number of societies already amounted to 40 or more. The movement's growth nevertheless went forward. With the reorganisation of the Marketing Branch during the year, efforts were directed to teaching the peasants, both Malay and Chinese, the benefits of co-operative organisation in improving the reward obtainable for their labour. The efforts of the urban co-operators were largely concentrated on the formation and launching of the Malayan Co-operative Insurance Society.

Credit for agricultural purposes, especially the padi crop, was much in the forefront of the discussions that were held with members of the World Bank Mission that visited the country in the first quarter of the year, and their recommendations are eagerly awaited.



## REGISTRATION AND LIQUIDATION

On 31st December, 1953, there were 1,663 societies on the register. During 1954, 208 new societies were registered, while 110 societies were liquidated. There was, therefore, a net gain of 98 societies, making a total of 1,761 societies at the end of 1954.

The main losses were again amongst the Labourers' Credit Societies (34 societies and 2 unions), stores in places of employment (16) and General Purposes Societies (16). The losses in the societies amongst labourers were mainly due to the introduction of the Employees Provident Fund and the stores had in most cases to be closed because of the lack of the necessary supervision to nurse them up from infancy to adulthood.

Most of the General Purposes Societies that were liquidated changed their by-laws accepting unlimited liability for registration as Rural Co-operative Credit Societies.

The greatest gains were amongst Rural Co-operative Credit Societies (83), Rice Mills (44), Farming (10) and Rural Shops (24).

## RURAL CO-OPERATION

The economic condition of the rubber smallholders at the beginning of the year was gloomy when the price of rubber was at its lowest, but it brightened with the rise towards the end of the year. The coconut smallholders were better off, for the price of copra remained at a satisfactory level throughout the year. The padi harvest was generally good and, with the price of padi guaranteed at \$17 per picul, the padi planters reaped a rich harvest.

*Rural Co-operative Credit*

Co-operation amongst the rural Malays continued to make progress; rural co-operative credit societies of the Raiffeisen type form the largest group of societies. There were 665 of such societies with a membership of 33,133 and a total working capital of \$2,881,353. They granted \$2,865,386 in loans during 1954. Outstanding loans amounted to \$852,045.

*Production and Marketing Societies*

Much greater interest was shown by Malay and Chinese smallholders and agriculturists, as also by fishermen. The total number of societies increased from 167 to 183. Produce handled by these societies during 1954 amounted to \$12,613,999.

*Rice Milling Societies*

These societies continued to be very popular, the number increasing from 92 to 136. They mainly milled rice for home consumption and sold

the surplus rice to Government. Large profits were made from sale of rice by-products such as bran. The value of rice passing through these societies amounted to \$9,766,287.

### *Rubber Marketing Societies*

Low rubber prices during the major part of the year caused several societies to suspend central processing temporarily, but as prices improved towards the end of the year operations were recommenced and interest in these societies was revived. Rubber handled during the year totalled 2,141 tons valued at \$1,529,708. There were 22 societies on the register.

### *Fishermen's Societies*

The number of these societies increased from 11 to 18. In many areas direct marketing of fish brought increased income and an experiment in cockle breeding resulted in an unqualified success. Business done by these societies during the year amounted to about half a million dollars.

### *Farming Societies*

Increased interest was shown, especially among the Chinese. Value of farm produce sold totalled \$795,886. The number of societies increased from 11 to 20.

### *Banking Unions*

In 1954 there were 12 Banking Unions in the rural areas. The total working capital of these Banking Unions amounted to \$2,929,010. In 1954, a sum of \$1,252,910 was granted as loans to member societies.

### *Apex Bank*

The Federation of Malaya Co-operative Apex Bank Limited was registered on 28th September, 1954. The main function of the Apex Bank is to serve as a central source of credit for the rural co-operative movement in the Federation of Malaya. Capital and staff are the present problems of the Bank. An officer of the department is to go on a U.N.O. Technical Assistance Scholarship to study Co-operative Banking, in order that he may act as the first Manager of the bank.

## URBAN CO-OPERATION

### *Thrift and Loan Societies*

These continue to remain the strongest co-operative financial institutions in the country. Eight societies were registered in 1954 and one went into liquidation. Several more societies have established scholarship funds for the children of their members. Many of these societies have begun to invest their surplus funds within the movement. Loans have been made to co-operative housing societies and rural



banking unions. The societies' subscription capital rose from \$17,381,279 in 1953 to \$21,907,424, and the total working capital from \$19,937,589 to \$24,986,742. Loans amounting to \$11,677,322 were issued and outstanding loans at the end of the year were \$8,973,172.

### *Co-operative Housing Societies*

Eight more housing societies were registered in 1954 to bring the total number of such societies on the register at the end of 1954 to 21. Due to lack of finance at reasonable rates of interest little progress was made in 1954. The Kuala Lumpur Co-operative Housing Society Limited was able to purchase two more houses for its members and to make an application, with required deposits, for the purchase of 17 houses at Petaling Jaya from the Housing Trust. The 21 housing societies are in possession of  $332\frac{1}{2}$  acres of land and 163 houses. Unless cheaper sources of finance are available (probably from the Employees Provident Fund Board, which has approved in principle the lending of their funds to co-operative housing societies), no further progress can be expected from the societies.

### *The Malayan Co-operative Insurance Society Ltd.*

A society with the main object of encouraging life insurance, the first of its kind in Malaya, was formed and registered in 1954. The authorised capital is \$500,000 and it is expected that the capital will be entirely subscribed by registered co-operative societies. The subscribed capital at the end of 1954 was \$171,800. Certain amendments to the local insurance legislation are being made to permit the operation of this society. The assistance of the English Co-operative Insurance Society Ltd. of Manchester is being sought to set the Society on the right road.

## CONSUMERS CO-OPERATION

### *Urban Stores*

The Urban Stores on the whole had the best year since their existence. Sales increased in many of the big town societies and six were able to make surpluses for the first time. The greater experience of committees, and better standards of management, brought about this encouraging state of affairs. The Johore Bahru Co-operative Store, which is now the largest store of its kind in the country, had sales of just over  $\frac{3}{4}$  million dollars, and during its last financial year had a surplus of \$17,000. The biggest problem confronting these societies is the control of credit. So long as the majority of workers are paid their wages once a month only, credit facilities must be provided and the Rochdale principle of cash trading cannot be enforced.

*Malay Shops*

The Co-operative Shop is still very popular amongst the Malays in the rubber and coconut growing areas of Selangor, Pahang and Johore. A few of them are now models of their kind and their accounts and general working can bear comparison with any similar societies in the world.

These societies are usually under-capitalised and if they allow credit they get into immediate difficulties. The percentage of those running profitably is still only 50 per cent. but they are bringing immense benefit to their members, and teaching the Malays democratic business organisation. The standard of book-keeping is still on the whole low, and the control of cash sales is not adequate. With the introduction of proper stock control, and the education of members to demand receipts, it is hoped gradually to better this situation.

*Places of Employment*

As mentioned earlier, quite a few societies had to be liquidated, but the majority of those still running are among the best and most efficient in the country. It is true to say that much depends on the interest, far-sightedness and assistance given by the employers. Several societies have failed because a change in the manager of an estate or tin mine has brought in a man who is not interested in the running of the society, with the result that supervision at once becomes lax and the society is soon on the rocks. Considerable sums of money by way of dividend and rebate have been returned to members.

*Chinese Co-operative Stores in New Villages*

Considerable progress has been made during the year in the number of these societies, largely as a result of the Emergency, and the increase in the number of Chinese Co-operative Officers. It is too early to decide whether these societies will become a prominent feature of the economic life of rural Malaya. The Chinese are noted individualists where business is concerned, but if the business class can be kept out of the societies and membership confined to poorer sections of the community, rubber tappers, farmers and the like, there is a good chance of their succeeding. There are many problems, particularly the illiteracy of the members and the divergencies between different tribes. The teaching and training these societies to keep proper accounts according to the Double Entry system is one of the greatest problems that faces the Co-operative Department.

*Malayan Co-operative Wholesale Society Ltd.*

The Malayan Co-operative Wholesale Society Limited, which receives considerable assistance from Government, had another bad



year. Although membership increased from 56 to 69, its sales declined from \$5,000,000 to just over \$3,000,000. It was still wholly dependent on buying its supplies locally and had great difficulties in competing in price with local wholesalers. It is still largely regarded as a Government institution and, owing to the lack of true co-operative understanding by a considerable number of members, loyal support is wanting. This wholesale society, however, has had a steady influence on the market and with its credit facilities has considerably helped the running of the under-capitalised societies, especially those in Malay kampongs. If the M. C. W. S. Ltd. were to fail and to be closed down, it is these rural societies which would be most affected. A new Board of Directors was elected at the Annual General Meeting and steps are now being taken to remedy the society's defects and by various measures, for example organisation of Regional Sub-Committees, to get the patronage and loyalty of the primary societies.

#### PROPAGANDA AND EDUCATION

Propaganda was spread by lectures, pamphlets, films and broadcasting.

In pursuance of a resolution made in the 16th All Malaya Co-operative Conference held in April 1953 at Kuala Lumpur, a number of lectures were delivered by members of the department to students in English and vernacular schools. It is considered that such talks were useful and it is hoped to increase the number of such talks in the coming year.

Four new pamphlets in English, Malay and Chinese were published during the year, explaining the meaning of Co-operation, the benefits of co-operative credit and consumers societies.

The department, with the aid of some unofficial co-operators, was able to make a dream come true by publication of a quarterly Co-operative Magazine in English and Malay, with Chinese and Tamil sections. The first three editions have been an undoubted success, showing clearly the need for such a publication to hold the movement together.

At the Malayan Agri-Horticultural Association's Show in August, the department was allotted space wherein to exhibit the activities of the movement in Malaya. Considerable interest was evinced by the public in these exhibits; it was a revelation to many that the movement in Malaya was something more than a loan organisation.

The Malayan Film Unit produced a documentary film showing the benefits of a rural co-operative credit society.

Three broadcast talks were given by officers of the department and duly recorded for broadcast over the Community Listening Service.

Short courses lasting 3 or 4 days were given at 10 centres during the year to 343 secretaries and 146 managers of societies. These courses covered instruction on Co-operative principles and practice, methods of running different types of co-operative societies, book-keeping and accountancy and (for the shop managers) the business of shop management.

The Secretary of State for the Colonies made a grant of £20,400 from the C. D. & W. Funds for the erection of a Co-operative Training College. It is hoped that in 1955 this College will be built and in use before the end of the year. At the 17th All Malaya Co-operative Conference in August, 1954, at Singapore, the urban societies voted to impose a cess of 2 per cent. of their profits towards the maintenance of this College. Furthermore, a number of Malay rural societies have voted donations for this purpose. Up to date nearly \$10,000 has been paid into this fund by societies.

#### ARBITRATIONS AND DEFALCATIONS

The number of disputes that were brought up for arbitration were 179. The arrangements for hearing these put a considerable strain on the officers of the department; but they provided plenty of proof of the strong sense of service that the movement breeds in its members. Nearly every dispute was decided by an unofficial arbitrator drawn from the ranks of local co-operators. The majority of these disputes were between the Malayan Co-operative Wholesale Society Ltd. and retail consumers societies.

Ten defalcations were brought to light and prosecutions for Criminal Breach of Trust were taken in three cases. In such prosecutions it is very difficult to obtain convictions. It is, therefore, the policy of the department to advise no prosecution where immediate restitution is made.

Until a really strong audit staff is built up, it is feared that many societies, especially consumer societies, may be losing considerable sums through misappropriation or mismanagement.

#### STAFF

A gallant effort was made by both the audit staff and the field staff during the year to bring the position of the audit up to date. But the staff is still insufficient in quantity for this important work, though it is improving in quality gradually.

As stated above, the field staff is far too few on the ground to deal with the thorough instruction and supervision of registered societies or to cope with the insistent demand for new formations.





## Chapter XVI

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### THE CAMPAIGN AGAINST THE ARMED FORCES OF THE MALAYAN COMMUNIST PARTY

The High Commissioner, General Sir Gerald Templer, was also Director of Operations until the expiry of his term of office at the end of May, 1954. He was succeeded as High Commissioner by Sir Donald MacGillivray, formerly Deputy High Commissioner. The post of Deputy High Commissioner was abolished.

General Sir Geoffrey Bourne assumed duty as Director of Operations on 1st June, 1954, combining this office with that of General Officer Commanding, Malaya.

In October, 1954, the Director of Operations' Committee was enlarged to include other members of Executive Council besides the Chief Secretary and the Secretary for Defence: namely the Member for Home Affairs, Dato Sir Onn bin Ja'afar, the Member for Works, Mr. R. B. Carey, the Member for Transport, Colonel H. S. Lee, the Member for Posts and Telecommunications, Mr. V. M. N. Menon, and Tunku Abdul Rahman ibni Al-marhum Sultan Abdul Hamid Halim Shah. At the same time, the War Executive Committees in the States and Settlements were enlarged to include unofficial members.

#### GENERAL REVIEW OF THE SITUATION

The conflict with armed Communism in Malaya is only a part of the international struggle. The morale of the armed forces of the Malayan Communist Party, and the attitude towards those forces of some sections of the population, are considerably influenced by external factors such as the southward march of Communism in Indo-China, the development of the "South East Asia Treaty Organisation," and the public statements of Commonwealth and American leaders regarding the Communist powers, and Communist China in particular.

Subject to these general observations, the armed forces of the Malayan Communist Party were contained and slowly weakened during the year. The strategic initiative had been wrested from them. Owing to the nature of the terrain, however, they could not be entirely prevented



from executing attacks in areas close to the jungle, particularly where the pressure of the Security Forces was temporarily relaxed.

The following figures show the trends in the military aspects of the struggle:

	Monthly average for			
	1948	1951	1954	
(a) Security Forces killed and wounded ... ..	60	102	20	
(b) Civilians, killed, wounded and missing ... ..	92	86	15	
(c) Terrorist inspired incidents ...	No records	506	89	
(d) Contacts with terrorists ...	,,	159	83	
(e) Terrorists, killed, captured or wounded ... ..	115	116	77	
(f) Rubber trees slashed by terrorists ... ..	No records	94,293	148	

Detailed Emergency statistics for the years 1948 onwards will be found at the end of this chapter.

The morale of many of the Communist terrorists, who numbered between 4,000 and 5,000, was low, and will remain low so long as there is little hope of external intervention, and the activities of the Security Forces continue to limit their food supplies, arms and ammunition. The intention of the leaders, however, seems to be to attempt to maintain the hard core of their armed forces in being in the hope of ultimately receiving assistance from outside.

It was with the object of frustrating this intention that the Director of Operations planned to carry the war into the deep jungle and to disrupt the main bases of the Communist armed forces.

With the political and constitutional development of the Federation, increasing attempts were made by the Communists to penetrate and subvert lawful organisations. Precautionary measures were taken accordingly.

#### PSYCHOLOGICAL WARFARE

The Operations Division, Information Services, and the responsibility for the planning and direction of Psychological Warfare were transferred with effect from the 1st March, 1954, from the Director, Information Services, to the Director of Operations. The Operations Division was re-designated "Psychological Warfare Section, Director of Operations' Staff" and remained under its former head, who continued to act as Psychological Warfare adviser to the Director, Information Services.

In the field, the State/Settlement Information Officers continued to act in addition as Psychological Warfare Officers to the State/Settlement War Executive Committees.

The primary aim of Psychological Warfare throughout the year was still as last year—to condition the minds of Communist Terrorists in such a way that when affected by physical factors, such as food shortages, pressure by Security Forces or internal dissension, they would defect and take advantage of Government's invitation to surrender.

The main psychological attack on the Communist Terrorists in the jungle has been by means of leaflet. R.A.F. Valettas carried out 146 strategical and 182 tactical leaflet missions, dropping some 70 million leaflets. Over 30 million more were dropped by R.A.F. Austers or distributed on the ground.

The "Voice" aircraft as a psychological weapon proved successful and during the year the Air Officer Commanding, Malaya, formed a special unit which now consists of three Dakotas, and two Austers. The aircraft flew 1,081 tasks including several to assist lost jungle patrols.

Mobile Public Address Units of the Information Services, operating in the rural areas, maintained a constant effort to damage the Communist Terrorist organisation, by making known as widely as possible Government's surrender policy, rewards for information, the need for food-control regulations, and general Emergency news. At film and dramatic shows, Communist defectors appeared personally and spoke of their experiences in the jungle. Their stories of rigours and hardships, the dissension and mistrust between the leaders and the men, and the reasons for their final decision to quit the Communists, have helped to curb Communist recruiting and reduce support for the Party.

A significant indication of the effectiveness of Government measures and information services, including psychological warfare, is the fact that approximately 50 per cent. of the Communist propaganda effort is devoted to counter-propaganda. There has also been a change in the attitude of the Communist leaders towards the reading of Government leaflets by their men. Since it is now practically impossible to prevent their men from reading the leaflets, though those caught reading them are regarded with suspicion, they are not severely punished unless they have been caught secreting leaflets on their person.

The number of surrenders during 1954 was 210 which is 162 less than during 1953. Intensified action by Security Forces and Psychological Warfare during 1953 brought about the highest annual number of surrenders since the Emergency began. In 1954, Psychological Warfare was faced with a decreased and more obstinate target.



## THE ROYAL NAVY

The retreat of many Communist Terrorists into deep jungle has had its effect on the part played by the Royal Navy and Royal Malayan Navy in the Emergency during 1954. Only occasionally have targets been within reach of naval guns and there have been fewer opportunities for Motor Launches to assist in river operations.

H.M. Ships bombarded on six occasions during the year. In March, H.M.S. DEFENDER proceeded, at some navigational risk, about nine miles up the Johore River to shell targets in the Telok Sengat area and thus became the first of the new "Daring" class to fire her guns in action. The Flag Officer, Malayan Area, Rear Admiral E. H. Shattock, O.B.E., flew his own Firefly over the area to watch this operation. In June, H.M.S. NEWFOUNDLAND, in the course of an official visit to Penang, bombarded Communist Terrorists camps in the Kedah peak area for two days, after the Chief Police Officer, Kedah, had been ambushed and killed. In addition, naval aircraft from H.M.S. WARRIOR carried out "strikes" on two days.

No. 848 Naval Helicopter Squadron continued to operate effectively in support of other Security Forces throughout 1954. Despite difficulties arising from shortage of spares and from the loss of two aircraft, the Squadron flew 215,000 miles while lifting over 10,000 troops and passengers, a large quantity of freight and many casualties.

Helicopters continued to prove their value in the Emergency in Malaya: by putting down troops at the right place in the shortest time, thus saving many days marching; by saving the time of senior officers on inspection tours; by supplying the jungle forts and in numerous other ways. Tractors required to build airstrips at the jungle forts were flown piecemeal by helicopter. Many remote kampongs and new villages received surprise visits. The sight of naval pilots in the depths of Malaya is commonplace.

The Squadron was at full strength again by the end of the year and perhaps the measure of its value lies in the news that, in response to an urgent appeal by the Director of Operations, it is to remain in Malaya indefinitely.

The protection of the Federation's fishing fleets in the Malacca Straits was one of the main tasks of the Motor Launches of the Royal Malayan Navy, which contributed most mileage and the greatest number of days at sea. The number of incidents of piracy was reduced from 13 in 1953, some of which included murder and seizure of boats, to 2 abductions of fishermen and 4 thefts of fish in 1954.

Frequent visits were made by H.M. Ships and Motor Launches to Federation ports to show the flag, to welcome visitors on board and to

mix with the populace. They were given a warm welcome wherever they called. All major ports and many minor ones received special visits for Her Majesty the Queen's birthday and men from the ships and craft took part in local parades.

#### THE ARMY

During the year the Army remained fully deployed in the campaign against the Communist terrorists. Several major planned operations took place and some of these are described later.\* Mounted in conjunction with the Police, the Home Guard and the civil authorities, many of these operations have included special measures to prevent food from reaching the terrorists. It has been proved that where these measures have been strictly enforced excellent results have been achieved in eliminating terrorists.

Throughout the Federation the pressure of local Security Force activity has been maintained with a view to eliminating those terrorists who are not the immediate targets of a major operation, guarding lines of communication and protecting the civilian population.

The continued pressure of both "food denial" and "framework" operations has had the effect of driving the terrorists deeper into the jungle and thereby making it more difficult for the Security Forces to seek them out and eliminate them. Increasing emphasis has therefore been placed on operations in deep jungle where the Communists are attempting to establish bases, from which their leaders direct terrorist activities. These operations have continued in the "Spine of Malaya," the area of the central mountain range between Perak and Pahang, and in the deep jungle on the border between Negri Sembilan and Pahang. The continued use of the small force of helicopters available has enabled troops to be lifted straight into that part of the jungle in which they are required to operate, although the need for a larger helicopter force has been felt throughout the year.

Measures have continued to win over the Aborigines of Malaya to Government and to free them from the domination of the Communist terrorists. Based on the jungle forts, of which there are now ten, several special operations have been mounted to break up Communist organisations in aborigine areas and continuous efforts have been made by the fort garrisons to encourage more Aborigines to give active assistance to the Security Forces. Considerable success has been achieved.

Certain areas of the Federation were no longer considered to justify the presence of troops and these areas, notably in Kelantan, Eastern

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\* See pages 412 to 417.



Pahang and West Perak, have been handed over entirely to the Police and Home Guard. This has enabled the Army to achieve a better concentration in other now more important areas.

The first major relief of the year took place in February when the 1st Battalion The Royal Hampshire Regiment took over the duties of the 1st Battalion The Queen's Own Royal West Kent Regiment in the Bentong area of Pahang.

In March the 1st Battalion of the Queen's Royal Regiment (West Surrey) took over the duties of the 1st Battalion The Gordon Highlanders in the Tampin area of Negri Sembilan.

In April the 1st Battalion The Manchester Regiment left the Federation and returned to Great Britain, its operational duties in South Kedah being taken over by the 1st Battalion The Royal Scots Fusiliers.

In August the 15/19th The King's Royal Hussars relieved the 12th Royal Lancers (Prince of Wales's) as the armoured car regiment of the 1st Federal Division in North Malaya, with a squadron under the 18th Independent Infantry Brigade in Pahang.

In September the 2nd Battalion The Royal Welch Fusiliers arrived in the Federation having been diverted from Korea. They deployed in Negri Sembilan in November.

Also in November the 2nd Battalion The 7th Gurkha Rifles left Selangor for Hong Kong after nearly six years of continuous operations in the Federation. The battalion had an excellent operational record and eliminated 216 terrorists during its service in Malaya.

In December the 1st Battalion The Royal Hampshire Regiment from the Bentong area of Pahang exchanged duties with the 1st Battalion The Somerset Light Infantry (Prince Albert's) from Selangor.

Also in December the 2nd Battalion The King's African Rifles returned to East Africa, being relieved in the Kuala Lipis area of Pahang by the 1st Battalion The Northern Rhodesia Regiment. The 2nd Battalion The King's African Rifles had a very good operational record during their eighteen month tour and they eliminated 55 terrorists.

The 1st Battalion The Malay Regiment operated throughout the year in the Kuala Kangsar area of Perak.

2 Malay continued to operate in Perak, partly in the Tapah area and partly in the Sungei Siput area.

3 Malay operated during the year in Kelantan.

4 Malay moved from the Mentakab area of Pahang in April and for the rest of the year operated in the Tapah area of Perak.

5 Malay continued operations throughout the year in Kedah.

6 Malay operated initially in the Raub area of Pahang and moved to the Mentakab area, to replace 4 Malay, in April.

7 Malay, which started forming in December of the previous year, joined the 18th Independent Infantry Brigade in April and deployed in the Raub area of Pahang.

The 1st Battalion The Federation Regiment continued to expand and the fourth rifle company was formed by the end of the year. Starting in July the regiment operated at gradually increasing strength in Kedah.

Supporting arms continued to play an active part in military operations. The 11th Hussars (Prince Albert's Own) and the 12th Royal Lancers (Prince of Wales's), later relieved by the 15/19th The King's Royal Hussars, were fully employed on escort duties and road patrols. A number of infantry operations were supported by the 93rd Field Battery Royal Artillery in Johore and Negri Sembilan, B Battery The 1st Singapore Regiment Royal Artillery in Perak and The 11th Independent Light Troop (Malayan) Royal Artillery in Pahang. The 75th Malayan Field Engineer Squadron spent the greater part of the year assisting the civil authorities in the development of kampong roads in the Mentakab area of Pahang. The 78th Malayan Field Park Squadron were employed in constructing Pioneer airstrips at the jungle forts. The total engineer effort was more than doubled with the arrival in November of the 50th Field Engineer Regiment from Hong Kong, and in December of the 11th Independent Field Engineer Squadron from Great Britain.

The 22nd Special Air Service Regiment was continuously employed on deep jungle operations in North Central Malaya and in South Pahang. In the former area it carried out operations in connection with the establishment of jungle forts.

#### THE ROYAL AIR FORCE

The Royal Air Force continued to give support to the ground forces operating against Communist terrorists in Malaya.

Air Vice-Marshal F. R. W. Scherger, C.B., C.B.E., D.S.O., A.F.C., was Air Officer Commanding, Malaya, throughout the year.

To facilitate co-operation with the other Security Forces, Air Headquarters Malaya moved from Singapore to Kuala Lumpur in February, establishing its Air Staff adjacent to H.Q. Malaya Command.

With the defensive withdrawal of the Communist terrorists into deep jungle, the Royal Air Force's tasks in support of the ground forces



greatly increased. The latter were operating in more inaccessible territory than hitherto, and so were increasingly dependent on supply by air. The quantity of supplies dropped was 44 per cent. more than during the previous year.

The pressure exerted by Security Forces on the terrorists, particularly by food denial operations, caused the enemy to rely more on their deep jungle cultivations. These plots were usually discovered by photographic and visual reconnaissance before they were ripe for harvesting, and were destroyed by ground forces.

The threat of air attack also forced the terrorists to take elaborate precautions to prevent discovery of their camps from the air, but careful study of photographs of suspected areas revealed many targets, which were successfully attacked.

New techniques were developed to ensure efficient destruction of terrorist camps found by air reconnaissance, and more recently a successful night-marking technique was evolved. It is now possible to bomb accurately enemy camps anywhere in the jungle by day or night.

In view of the establishment of more Police Forts in the jungle and the intensified operations there of the Security Forces more helicopters were urgently requested from the United Kingdom. By the end of the year, 155 Squadron had been formed and equipped with Whirlwinds, and 194 Squadron, already equipped with S.51 Helicopters had been reinforced with Sycamores. This increase in helicopter strength provided a badly needed supplement to the effect of No. 848 R.N. Squadron which gave valuable service throughout the year.

To facilitate communications with the jungle Forts air-strips were constructed at them and Pioneer light communication aircraft now make frequent flights to the strips, thus enabling Government officers to maintain contact with the Aborigines who are steadily being won over.

The "Voice" aircraft continued to play a successful part in psychological warfare. Auster aircraft were equipped for broadcasting over the jungle and have proved to be a valuable addition to the flight engaged in the work.

Some 70 million leaflets were dropped by Valetta aircraft during the year in an effort to persuade terrorists to surrender.

Apart from the Emergency, much has been done to strengthen the air defences against the threat of external attack. With this object in view, the runways at certain airfields are being adapted for use by jet aircraft. Work is expected to be completed by the end of 1955. It was also decided to send Canberra bombers from the United Kingdom to Malaya for tropical trials.

## HOME GUARD

During the year, the Home Guard, with an average strength of 172,500, took an active part both in local defence and in assisting other security forces in prosecuting the Emergency.

The bearing, efficiency, enthusiasm and confidence of static units showed marked improvement as the result of intensified training particularly in defence and shooting. Steady progress was also made in training unpaid village leaders to take a fuller responsibility for the training and administration of their units. This was achieved through the efforts of a permanent staff working at Training Centres and in teams on the ground.

The Malay Home Guard of over 100,000 defended some 2,200 Kampongs and provided 90 per cent. of the man-power for 400 operational sections, which have proved successful. These sections have, in most cases, their own areas of operational responsibility and also operate with other security forces in any part of their State or Settlement. They proved a valued asset to the security forces. The Chinese Home Guard of over 50,000 developed during the year to the extent that 150 New Village units (say 25 to 30,000 Chinese Home Guards) were given full responsibility for the defence of their villages.

During the year the Home Guard eliminated 50 terrorists. Their own casualties, killed, were 24.

The Kinta Valley Home Guard, a special Chinese force for the defence of tin-mining areas, made great strides in training and operational soundness. Their discipline was excellent and their will to fight was proved. During the year they eliminated 1 terrorist and suffered 7 fatal casualties.

In the White Areas, the Home Guard is being placed on a reserve basis, with an active element in each unit. It is intended, thereby, to preserve the spirit of the Home Guard and to make it possible expeditiously to reform the Home Guard at full strength, should it become desirable to do so.

Apart from its operational value, the Home Guard was instrumental in raising the morale of the population, in most areas, and in reducing petty crime. A community spirit developed in places where none existed before. The long-term future of the Home Guard is being considered with particular reference to the need for maintaining its contribution to community development even after its Emergency role may have diminished.

## THE POLICE

The Police, and in particular the Police Field Force and the Special Constabulary, continued to play a major part in the combined campaign



against Communist terrorism. Despite the reorganisation arising from the reductions in the establishments of the Police Force and Special Constabulary, the quality of the Police operational effort improved during 1954. The more effective maintenance of law and order in the towns and villages of the Federation by the Police Force, supported by the Police Volunteer Reserve designate, had its reward in a greater measure of confidence on the part of the public, which in itself contributed to better intelligence and the more effective deployment and use of Police operational units.

The improvement in certain areas, notably North and Central Kedah, East Pahang and parts of Selangor and Malacca, permitted the withdrawal of military units for more effective deployment elsewhere. Their task is being taken over by newly formed Police Special Squads established in May, 1954, composed of selected volunteers from the Regular Police and Special Constabulary, which operated against selected terrorist targets in the jungle fringes. Police Special Squads killed 6 terrorists, captured 1 and wounded 3, besides destroying many terrorists' camps and stores' dumps.

The Area Security Units consolidated their control of the developed areas of the Federation. A substantial increase in the numbers of Temporary Inspectors, the majority of whom had a background of operational experience in the Special Constabulary, compensated to some extent for the serious shortage of Police Lieutenants in the area security organisation.

During the year, Area Security Units killed 71 Communist terrorists, captured 8 and wounded 54 at the cost of 20 Special Constables killed and 51 wounded.

Despite the disruption caused by the continuous replacement of former Jungle Company men in the Field Force with regular Policemen, the Field Force continued to carry out effectively its main Emergency task of providing garrisons for the jungle Forts. It also took its full share in operations, particularly against Communist terrorists on the Thai/Malaya border.

During the year, four more jungle Forts were established making a total of ten. The primary object of these Forts is to protect the Aborigines and to counteract the influence of the Communist terrorists to which they have been subjected since World War II. A new feature was the formation of Police Aboriginal Guard Sections composed of selected Aborigine Auxiliary Police. These Sections are designed to carry out extended operations against certain targets in the deep jungle which can rarely be dealt with successfully by normal Security Forces' methods.

By the end of the year, ten jungle Forts were receiving a weekly air-drop from R.A.F. aircraft based on Kuala Lumpur, two Police Posts in South Pahang being similarly served by aircraft from Singapore. During the year, the R.A.F. made 1,361 air-drop sorties which delivered 3,306,505 lbs. of supplies. The most dropped in one day was 26,185 lbs.

The Special Operational Volunteer Force composed of surrendered Communist terrorists continued to give useful service, particularly in Pahang, Negri Sembilan, Malacca and Johore.

The Frontier Intelligence Bureau established at Penang in August, 1952 was re-organised to form a Malayan-Thai Border Sub-station at Federal Special Branch Headquarters, with an office in Penang, for close liaison with the Military authorities and Police Contingents concerned with Border operations. To ensure co-ordination with the Thai authorities, and an improved appreciation of mutual problems in the border area, a combined Malayan-Thai Special Branch team was established in Songkhla, with posts at Sadao and Betong in South Thailand.

A Thai Police Liaison Officer and detachment are stationed at Special Branch Headquarters, Alor Star, Kedah. A series of joint Thai/Malayan Police Field Force operations was carried out against terrorist targets in the border areas.

For central planning and control of intelligence operations, the Federal Special Branch Planning Committee (with a counterpart in each Contingent) met fortnightly during the year under the chairmanship of the Senior Assistant Commissioner "E." The Director of Intelligence attended most meetings, and the Heads of Contingent Special Branches were present in turn.

The Committee selected tasks in order of priority, and co-ordinated the activities of Contingent Special Branches in relation to those tasks.

Thus general progress in combating the Emergency was maintained by the Police despite occasional terrorist successes which emphasised the constant need for attention to the elementary rules of security. The force of this was shewn in January when a Police post in the Tapah District of Perak was over-run by a strong body of terrorists, and again in July, September and October, when isolated police posts in the Telok Anson District of Perak, the Bahau District of Negri Sembilan and the Pontian District of Johore were similarly over-run.

A grievous loss occurred in May when the Chief Police Officer, Kedah was ambushed and killed on the Kedah Peak road. During the same month a strong force of terrorists ambushed a police Land Rover in the



Penggarang district of Johore, 4 Police, including a Police Lieutenant, being killed and 3 wounded. In November, the rear vehicle of a Police convoy was attacked in Kedah with loss of life and arms.

During the year, 138 terrorists were killed and 24 captured by direct police action, and 182 surrendered to the Police. Six regular Police, 19 Special Constables, 1 Special Operational Force Volunteer and 27 Auxiliary Police were killed and a total of 89 wounded.

The total number of Police casualties from the beginning of the Emergency to the end of December, 1954 is as follows:

Regular Police and Extra Police Constables killed	...	...	494
Regular Police and Extra Police Constables wounded	...	...	661
Special Constables killed	...	...	558
Special Constables wounded	...	...	689
Total	...	...	<u>2,402</u>

Casualty records for the Auxiliary Police have in the past been combined with those for the Home Guard. They are as follows:

Auxiliary Police and Home Guards killed	...	...	213
Auxiliary Police and Home Guards wounded	...	...	134
Total	...	...	<u>347</u>

#### MAJOR OPERATIONS CARRIED OUT BY THE SECURITY FORCES

The following were some of the major operations carried out by the Services and Police against the enemy during the year:

- (a) Operation "GALWAY/VALIANT" (October, 1953/June, 1954) was mounted in the deep jungle in the "spine of Malaya" on the borders of Perak with Kelantan and Pahang. Initially the troops taking part were The 22nd Special Air Service Regiment with one company of the 6th Battalion The Malay Regiment under command, four platoons of the Federal Field Force Kelantan and the police garrisons of the jungle forts in the area. The mission of Operation "GALWAY" was a reconnaissance of a vast area of the deep jungle from Grik in Perak in the North to Fraser's Hill in Pahang in the South with a view to ascertaining the extent of the terrorist organisation and influence in the area. Security Forces were then to develop operations, based on information collected, in the most interesting areas. By the end of October information showed that a number of high ranking terrorists were possibly located in the area East of

the Cameron Highlands, and operation VALIANT was therefore mounted in that area during November and early December, 1953. Elements of The 22nd Special Air Service Regiment and of five infantry battalions were deployed under command of Headquarters 26th Gurkha Infantry Brigade with support from artillery and the R.A.F. Operation VALIANT itself did not obtain any immediate results but, as an integral part of operation GALWAY which continued until June, 1954, the long term effects were the winning over of a large number of Aborigines, the establishment of more jungle forts, the disruption of the terrorists' organisation, and their ejection from the area.

- (b) Operation "INLAND" (November, 1953/May, 1954) was mounted in the Sungei Siput area of Perak by the 1st Battalion The 6th Gurkha Rifles with companies of the 1st Battalion The West Yorkshire Regiment (The Prince of Wales's Own) and of the 1st and 2nd Battalions The Malay Regiment under command. The mission was to destroy 26 Independent Platoon MRLA and its connected Min Yuen organisation. While the declared mission was not achieved, security force action coupled with food denial operations did have considerable effect. Fourteen terrorists were eliminated and the remaining enemy in the area were forced to lie low for a long time. Fourteen food dumps were found and 30 cultivation areas were destroyed.
- (c) Operation "JEKYLL" (January/June) was mounted in the Bahau area of Negri Sembilan and was of the "food-denial" type. The forces engaged were elements of seven battalions—The 1st Battalion The Queen's Royal Regiment (West Surrey), the 1st Battalion The Royal Hampshire Regiment, the 1st Battalion The Gordon Highlanders, The 2nd Battalion The 6th Gurkha Rifles, the 1st and 2nd Battalions The 7th Gurkha Rifles and the 6th Battalion The Malay Regiment. In addition the operation was supported by A Squadron The 11th Hussars (Prince Albert's Own), The 93rd Field Battery Royal Artillery, two flights of The 656th Air Observation Post/Light Liaison Squadron, Police Area Security Units and State Food Teams. The mission was to disrupt the M.C.P. organisation in the Bahau area and to locate and destroy the M.C.P. state headquarters. Many valuable lessons were learnt from the operation particularly on the organisation of food-denial measures, which had not been entirely successful. The terrorists' organisations in the



area and their food lines were considerably disrupted and 40 terrorists were eliminated.

- (d) Operation "HAWK" (January/November) was a food-denial operation mounted in the Raub area of Pahang. Initially the troops taking part were the 6th Battalion The Malay Regiment with two companies of the 2nd Battalion The King's African Rifles under command. In April, they were relieved by the 7th Battalion The Malay Regiment. The Police Forces consisted of eighteen Area Security Units and three platoons of the Special Operations Volunteer Force. Six Home Guard Operational Sections also took part. The mission was to eliminate the 200 known terrorists in the area by means of food denial, the arrest of food suppliers and Security Force patrolling. This operation was most successful and of the 49 terrorists eliminated, 24 surrendered themselves mainly because of lack of food. In addition 47 food dumps were found.
- (e) Operation "KITCHENER" (January/July) was a food denial operation mounted in the Rengam area of Johore. The 1st Battalion The 10th Princess Mary's Own Gurkha Rifles were employed during January and February, but companies of the 1st Battalion The East Yorkshire Regiment (The Duke of York's Own) and the 1st Battalion The Fiji Infantry Regiment took part throughout. 'A' Squadron The Federal Armoured Car Regiment, five platoons of Police Field Force and six Home Guard Operational Sections also took part in some phases of the operation. The mission was the elimination of various M.C.P. branch organisations in the area. Initially, troops were moved into the area in great secrecy, some by helicopter, in order to cause the maximum disruption before food control measures were enforced. Forty-two terrorists were eliminated as a result of this operation.
- (f) Operation "APOLLO" (June) was mounted in the Kuala Lipis area of Pahang and continues into 1955. The Security Forces taking part were the 2nd Battalion The 7th Gurkha Rifles, relieved by the 2nd Battalion The King's African Rifles in August, eighteen Police Area Security Units and several Special Operations Volunteer Force and Home Guard Operational Sections. The mission was the elimination of the Kuala Lipis West M.C.P. organisation. Coupled with Security Force activity, intense food denial measures were instituted which included the destruction of

all known enemy cultivation areas and the control of padi remaining to be harvested. In addition, the operation included psychological warfare measures in which the death or surrender of every terrorist was exploited by means of "voice" aircraft and leaflets. Up to the end of the year the results were most encouraging. There were 63 eliminations of which 31 were surrenders, in the main due to the cutting off of the enemy's food supplies. Many more terrorists were driven out of the area with the resulting loss of their influence over and contact with the local people, and at the end of the year the virtual elimination of the Kuala Lipis West M.C.P. organisation was anticipated.

- (g) Operation "TERMITE" (July/November) was mounted in the deep jungle East of Ipoh in Perak. It was the largest joint army/air operation yet launched in Malaya. Information indicated a considerable concentration of terrorists in the area who were living with the Aborigines and who were protected by a well organised screen of Aborigine informers and patrols. The terrorists were confident that normal Security Forces could not reach them undetected, and thus the only way to do so was out of the sky. The mission was to win over the Aborigines and to disrupt and eliminate the terrorist organisations in the area. Selected targets were accurately bombed by the R.A.F. and this was immediately followed by a parachute jump by three squadrons of The 22nd Special Air Service Regiment on to the target areas and suspected escape routes in the deep jungle. Ground forces then closed in. These consisted of elements of the 1st Battalion The West Yorkshire Regiment (The Prince of Wales's Own), the 1st Battalion The Royal Scots Fusiliers, the 1st Battalion The 6th Gurkha Rifles and the 5th Battalion The Malay Regiment, supported by a company of the 1st Battalion The Malay Regiment, one troop of B Battery 1st Singapore Regiment Royal Artillery, two Platoons of the Police Field Force, one platoon of The Special Operations Volunteer Force and 80 armed Aborigines. The majority of the Forces employed were supplied by air throughout the operation and much troop lifting and casualty evacuation was carried out by helicopters. Many traces of recent terrorist occupation were found including several dumps, a large number of camps and many cultivation areas. In view of the disappointingly small number of actual contacts with the terrorists, resulting



in only 15 eliminations, it must be assumed that the majority of them had moved out of the area before the operation started. Owing to the bombing and the disturbance created by the Security Forces it was some time before the frightened Aborigines could be contacted. By the time the military part of the operation ended it was clear that the terrorist organisation had been thoroughly disrupted. However, Security Forces continued to operate in the area to cover the establishment of a jungle fort from which protection could be offered to the Aborigines. The task of winning over the Aborigines in this area continues into 1955.

- (h) Operation " AJAX " (August) was mounted in the Kulai area of Johore, and was of the " food-denial " type. The troops employed on the operation at various times were the 1st Battalion The East Yorkshire Regiment (The Duke of York's Own), the 1st Battalion the 2nd King Edward VII's Own Gurkha Rifles (The Sirmoor Rifles), the 2nd Battalion The 6th Gurkha Rifles and the 1st Battalion The 10th Princess Mary's Own Gurkha Rifles. In addition, three platoons of the Police Field Force and eleven Home Guard Operational Sections were employed and the whole force was supported at times by the 93rd Field Battery Royal Artillery and the mortars of The 11th Independent Light Troop Royal Artillery. The operational area was selected as it was believed to contain the organisation for supplying food to a high level M.C.P. headquarters, and also some 130 terrorists. The Security Forces patrolled the area in support of the food-control measures, some of which measures were relaxed at the end of the year. There were 20 terrorists eliminated up to the end of the year and the operation continues into 1955. It has not yet been possible to assess the results of this operation.

Notable successes during the year included the following:

- (a) In Johore in January, a patrol of the 2nd Battalion The 6th Gurkha Rifles attacked a camp occupied by six terrorists and killed them all.
- (b) Also in January in the same State another patrol of this unit contacted five terrorists in a camp and killed four of them.
- (c) A patrol of the 1st Battalion The 10th Princess Mary's Own Gurkha Rifles attacked a camp occupied by nine terrorists in Johore in January and killed five of them.

- (d) In Perak in February, a patrol of the 1st Battalion The West Yorkshire Regiment (The Prince of Wales's Own) killed five out of six terrorists contacted in a camp:
- (e) A patrol of the 1st Battalion, The Fiji Infantry Regiment contacted eight terrorists in Johore in February and killed five of them.
- (f) In Pahang in March, a patrol of the 1st Battalion The Royal Hampshire Regiment contacted five terrorists and killed all five.
- (g) In Johore in March, a patrol of the 2nd Battalion The 10th Princess Mary's Own Gurkha Rifles contacted nine terrorists and killed six of them.
- (h) In Perak in April, a patrol of the 1st Battalion The 6th Gurkha Rifles killed all of four terrorists contacted.
- (i) A patrol of the 2nd Battalion The 7th Gurkha Rifles attacked an occupied camp in Negri Sembilan in April and killed all the five occupants.
- (j) In Johore in May, a patrol of the 1st Battalion The Fiji Infantry Regiment contacted four terrorists and killed them all.
- (k) In Perak in June, a patrol of the 1st Battalion The Malay Regiment contacted seven terrorists, killed five and captured two.
- (l) In Johore in June, a small Police party of one Police Lieutenant and two Special Constables tracked five terrorists and in a running pursuit killed all five.
- (m) In Pahang in July, a patrol of the 2nd Battalion The 7th Gurkha Rifles attacked a camp occupied by seven terrorists and killed all seven.
- (n) In Kedah in August, a patrol of the 5th Battalion The Malay Regiment contacted five terrorists and killed them all.
- (o) In Kelantan in October, a patrol of the 3rd Battalion The Malay Regiment killed all of five terrorists contacted in a night ambush.
- (p) In Perak in November, a patrol of the 1st Battalion The Royal Scots Fusiliers contacted eight terrorists and killed four of them.

#### DETENTION, DEPORTATION AND REHABILITATION

At the end of 1953, there were 1,994 persons detained under Emergency Regulation 17 with 240 dependants. At the end of 1954,



the corresponding figures were 1,208 detained persons and 255 dependants.

Of this total of 1,463 persons held in detention on 31st December, 1954, 464 were subject to orders by the High Commissioner in Council to leave and remain out of the Federation.

During the year, 321 detained persons and 555 of their dependants (including 41 detainees and 26 dependants from Singapore) were repatriated under Emergency Regulation 17C to China; 12 detained persons and 20 dependants to India; and 7 detained persons to Indonesia.

From the Taiping Rehabilitation Centre for male Chinese 490 persons were released unconditionally during 1954 after a course of rehabilitation. Since the Centre was opened in November, 1949, 2,303 detainees have been released.

Owing to reduction in numbers the Malay Rehabilitation Centre at Morib and the Female Rehabilitation Centre at Majeedi were closed on the 31st March and 30th November respectively. The Rehabilitation Section at Ipoh now carries out the work previously undertaken at Morib and Majeedi. Facilities were and are available for the rehabilitation of every suitable detained person irrespective of race, sex or age.

150 Malay and Indonesian males were released from the Morib Rehabilitation Centre before it closed making a total of 460 who successfully completed their rehabilitation course.

284 women were released from the Female Rehabilitation Centre at Majeedi during the year making a total of 443 since the Centre was opened. 34 detainees were transferred to the new Centre at Ipoh to complete their course.

The Rehabilitation Centre at Ipoh for elderly Chinese males who are not considered capable of taking part in the training at Taiping, and all males of other races, continued in operation; 191 have been released following successful rehabilitation.

The Kemendore Agricultural Settlement at Jasin for surrendered Communist terrorists was opened on 1st March 1954, and there were 153 inmates at the end of the year. There are indications that this Settlement may prove to be one of the most successful and constructive ventures yet undertaken by the Federal Government in the field of Rehabilitation. It is designed to give basic training in simple farming methods to surrendered enemy personnel which will enable them subsequently to become productive members of the community as small farmers.

Young male detained persons under the age of 17 continued to be accommodated at the Henry Gurney School, Telok Mas.

Owing to the reduction in the numbers of persons in detention during 1954, it was found possible to close Majeedi Detention Camp.

At the end of the year, the following institutions under the Detention Camps Department were in use:

- (a) Ipoh Detention Camp.
- (b) Ipoh Rehabilitation Centre for women.
- (c) Ipoh Rehabilitation Centre for Chinese men considered too old for the course at Taiping and for men of all races other than Chinese.
- (d) Taiping Rehabilitation Centre for Chinese men.
- (e) Kemendore Agricultural Settlement for Surrendered Enemy Personnel.
- (f) Port Swettenham Transit Camp for persons awaiting repatriation.

#### LEGISLATION

The following were the principal amendments made in the course of the year to the Emergency Regulations, 1951:

- (i) a new regulation, 8A(3), provided for the sanction of the Public Prosecutor to be obtained in respect of a prosecution for giving false information or false evidence to Her Majesty's Forces or Local Forces or to any public officer;
- (ii) the definition of "restricted article" in regulation 17EA was redrafted, and later amended to include cellular cloth, drill of all colours and dyed shirting and sheeting;
- (iii) new regulation 39A provides for the control of air navigation; and
- (iv) provision is made in new regulation 41A for a Mentri Besar or Resident Commissioner to make an Order withdrawing the use of telecommunication facilities from the public.

The Emergency (Detained Persons) Regulations, 1953, have been amended to provide that the Secretary for Defence may declare places for the rehabilitation of detained persons.

It was found expedient to increase the compensation for civilians who sustained injuries on or after the 1st September, 1954. The Emergency (Civilian Injuries Compensation) Regulations, 1949, were amended to bring the rates of compensation into line with the rates under the Workmen's Compensation Ordinance, 1952.



EMERGENCY STATISTICS, 1948-1954  
FIGURES STATED EXPRESS MONTHLY AVERAGES CALCULATED PER HALF-YEAR  
(NR—No Monthly record maintained)

Year	1948	1949		1950		1951		1952		1953		66 Month Average to	1954		Total 78 Months
Half-year	II	I	II	I	II	I	II	I	II	I	II	31-12-53	I	II	
TERRORISTS:															
Killed ...	62.3	52.8	50.2	50.2	56.7	92.3	86.3	95.5	92.7	73.5	77.8	71.8	65.0	45.7	5,411
Captured	43.8	30.2	26.0	12.7	11.8	9.7	10.5	9.0	11.5	6.8	5.3	16.1	4.8	3.8	1,115
Surrendered ...	9.3	13.2	28.7	17.0	7.5	16.5	17.0	17.8	24.8	29.5	32.5	19.4	19.2	15.8	1,494
Wounded	NR	NR	NR	NR	NR	53.0	55.2	52.2	47.2	20.8	28.0	42.7*	19.2	17.2	8,020
													19.2	17.2	2,456
														Total ...	10,476
SECURITY FORCES:															
Killed ...	24.8	17.7	20.5	33.8	31.7	43.5	40.5	29.2	14.7	6.7	8.7	24.7	7.0	7.5	1,717
Wounded	35.2	17.2	24.0	39.2	43.5	56.7	58.5	41.0	28.5	7.0	12.5	32.8	12.5	13.2	2,317
														Total ...	4,034
CIVILIANS:															
Killed ...	52.5	22.3	33.3	52.7	55.0	46.8	42.0	40.5	16.7	6.2	7.7	34.1	9.0	7.3	2,351
Wounded	24.8	10.7	22.7	36.8	31.3	31.2	28.2	19.3	7.0	1.2	1.3	19.4	2.7	2.5	1,318
														Total ...	3,669
CONTACTS :	NR	NR	NR	56.2	107.7	156.5	162.0	156.7	154.7	118.5	116.0	128.5†	90.5	74.8	7,162

\* Over 36 months only—January, 1951 to December, 1953    † Over 48 months only—January, 1950 to December, 1953

NOTE—The above figures incorporate adjustments made up to 31st December, 1954

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## PART TWO

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## Chapter I

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### GEOGRAPHY AND CLIMATE

#### GEOGRAPHY

The territories comprising the Federation of Malaya are situated in the southern section of the Kra Peninsula which protrudes at the south-eastern corner of Asia between India and China, between latitudes  $1^{\circ}$  and  $7^{\circ}$  North and longitudes  $100^{\circ}$  and  $105^{\circ}$  East. The Federation of Malaya covers an area rather more than twice the size of the Island of Ceylon and slightly larger than England without Wales. The largest of its territories is the State of Pahang, which is twice the area of Lancashire and Yorkshire combined and the smallest is the State of Perlis which is about twice the size of Rutland.

Four-fifths of the surface of the Federation of Malaya is covered by dense tropical jungle. The only generally cleared parts of the country are the long stretches down the west coast, an area in the north and a number of open stretches up the principal rivers. The State of Trengganu, for example, is divided into sixteen river basins all of which empty into the China Sea.

The Malayan rivers at their sources and in their upper reaches are quick flowing often with tortuous rapids and precipitous gorges. In the lower reaches, the descent is more gradual and the water takes on a muddy colour from contamination with the silt of the plains through which they meander before debouching ultimately through strips of mangrove swamp, particularly on the west coast.

The two principal rivers of the Peninsula are the Perak and the Pahang, the latter being some ten miles shorter than the River Thames. It springs in the main range of mountains, the highest of which is Gunong Tahan which rises to over 7,000' at its summit. This and other peaks constitute some of the highest territory south of the Himalayas, while there are half a dozen prominences which would comfortably overshadow Ben Nevis. That part of the country free from the torrid luxuriance of forest and jungle has been developed into great rice-producing areas as in the alluvial plains of Kedah, Perlis, and Kelantan. Other stretches have been scarred by the incisions of industry as in the Kinta valley of Perak, which opens out into a monotonous prospect of silver grey silt, the residuum of tin extraction.



The coast line of Malaya extends for over one thousand miles; on the west a practically unbroken succession of mangrove and mud-flats with infrequent indentations of picturesque bays fringed with coconut palms and the graceful spires of the casuarina. On the east coast there are long unbroken stretches of sand and surf bordered by a littoral vegetation which lends to it a beauty possibly unparalleled in the tropics.

Within the territorial waters lie the Langkawi Islands off the north Kedah coast rising to over 2,000' and wrapped in wild and rugged beauty. Farther south there is the island of Penang, picturesque in a different way, whose features have been eulogised by travellers from the earliest histories. The island of Pangkor off the coast of Perak was once a Dutch settlement but little remains in evidence of this history beneath the vegetation which has long since reclaimed its own.

Finally off the east coast among a sprinkle of beautiful islands there is Tioman with its symbolic silhouette of granite peaks.

#### CLIMATE

The principal features of the Malayan climate are copious rainfall, high humidity and uniform temperature. The year is commonly divided into south-west and north-east monsoon seasons which correspond roughly with the summer and winter of northern latitudes; but, apart from the east coast, the differences of climate normally associated with the word "monsoon" are barely discernible in Malaya. The months between these two seasons which correspond with the spring and autumn of northern latitudes are the wettest months over most of Malaya. Coastal districts, however, have their own peculiar rainy seasons.

Rainfall averages about 100 inches a year, though the annual fall varies considerably from place to place and year to year. Jelebu, in Negri Sembilan, is the driest place in Malaya with an average of 65 inches and Maxwell's Hill the wettest with 198 inches a year.

The average maximum temperature in the plains is rather less than 90°F. and the minimum about 70°F. At the hill stations temperatures are considerably lower; at Cameron Highlands the extreme temperatures recorded are 79°F. and 36°F. and at Fraser's Hill 81°F. and 53°F.

## Chapter II

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### HISTORY

#### THE ABORIGINES

The Malayan Aborigines comprise a series of exceedingly complex, yet primitive, groups which are the residue of various early migrations down the peninsula. Although, so far, very few of these groups have received detailed study, it is possible to give a general description of them.

The nomadic Negrito pigmies are racially the purest group recognisable in Malaya and are akin to similar peoples in the Andaman Islands, New Guinea, the Phillippines and Indonesia. They are believed to number just over 3,000 and are found in the Northern and Eastern parts of the peninsula, namely in certain parts of Kedah, Upper Perak, Kelantan, Trengganu and Pahang. It is known that many small groups in Kedah and Perak have died out since the beginning of the century. Their way of life is primitive, each sub-group or tribe moving in a clearly recognised tribal area wherein they obtain their food by hunting, fishing and collecting wild jungle produce, their main hunting weapon being the blowpipe which they have probably adopted from their neighbours to the south. They do not build proper houses but merely construct small lean-to shelters on the ground in which they remain for a few weeks before wandering off to another part of their tribal area in search of food. Some of their local groups do, however, live close to up-river Malay villages where they do seasonal work and, in some cases, are even beginning to practice agriculture. The languages spoken by their various local groups vary slightly but, on the whole, appear to be of Mon-Khmer origin.

The *Senoi* are the Southern and Western neighbours of the Negritos and inhabit the central hills of Eastern Perak, Western Kelantan and North West Pahang. They number approximately 26,000 and, although superficially similar in way of life, show many varying racial traits including Melanesian, Australoid and Nesian, the latter being also found amongst some of the peoples in the Indonesian Archipelago, Cambodia, Laos and Amman. They divide into two main sub-groups, namely the *Temiar* whose area lies North of a line linking Ipoh with the Telom river in North-West Pahang, and the *Semai* who inhabit the area to the South as far as the Selangor border. Both the *Temiar* and *Semai* are organised politically and economically on a river basis with each



local group occupying a certain recognised area in which it has exclusive rights to all the natural features, all the forest and all forest produce, and within which it is responsible for law and order. No one else may reside within a group area without sanction although anyone has transit rights. Their weapon is the blowpipe, from which is propelled a thin dart tipped with Ipoh poison. These blowpipes are of many varieties, the most valued being made from a particular type of bamboo with extremely long internodes which is found only on a few widely scattered hill tops in the Federation. The *Senoi* practice shifting cultivation, opening up new gardens each year on a local group basis. Produce from these gardens is owned communally, as, with a few minor exceptions, is the case with all their property. Displayed geographically, this system of local group areas shows that every square inch of deep jungle between the Selangor border and the Northern limits of the *Senoi* country is regarded as belonging to one group or another. Most local groups now have a headman, a system which, although alien to *Senoi* social organisation, is gradually becoming hereditary. Beyond this there is no system of higher authority except extremely rarely, and on an *ad hoc* basis, to settle disputes between two or more groups. It is also found that the size of local groups varies widely, some *Semai* groups consisting of only eight to ten people, whereas amongst the *Temiar* in the North groups of two hundred or more are found. In the lowlands of parts of Perak there are some *Senoi* groups who apparently became separated from the main body of their tribesmen at some distant period when the *Senoi* were being driven back into the mountains by the Malays. These now live in separate communities, some owning rubber and fruit orchards, and are more than holding their own against Malay and Chinese competition. In addition there are two other small groups, namely the *Che Wong* and *Jah Hut*, near Mount Benom in Western Pahang, who should probably be classified with the *Senoi* as they are akin to them both physically and linguistically. There are several distinct variations of their language, which appears to be generally Mon-Khmer in character.

The so-called Aboriginal Malays in the Southern part of the Federation inhabit the jungle areas to the South of the *Semai* extending as far as Johore and are found in scattered communities to the East and West of the main range in Pahang, Selangor, Negri Sembilan, Malacca and Johore. Generally they differ physically, socially and linguistically from the *Senoi*, being of southern Mongoloid stock and having a language akin to those belonging to the West Indonesian group of languages. Those who come within this group of languages are usually termed Proto-Malays. There are, however, a number of major groups of Aboriginal Malays who not only regard themselves as different from their neighbours (also Aboriginal Malays) but have recognised names

for their groups, perhaps the best known of these being the *Jakun* of South Pahang and North Johore. Further North, in Northern Negri Sembilan, Western Pahang and Eastern Selangor are the *Orang Temuan*, a mountain folk who are closely akin to the lowland Belandas of Western Selangor and Negri Sembilan. The distribution pattern is further complicated by the fact that the *Mah Meri* and *Semelai* groups speak languages which are distinctly akin to *Senoi* and must be classified as of Mon-Khmer origin. The *Semelai* group of South West Pahang and Eastern Negri Sembilan appear to be physically a mixture of Proto-Malay and *Senoi* with some slight Negrito traits. The ways of life of these various groups vary considerably, the *Temuan*, certain Belandas hill groups and some of the *Jakun* practising shifting cultivation and moving in recognised local group areas like the *Senoi* but having a political and social organisation which is certainly not *Senoi*, whereas other groups of Belandas follow a way of life similar to that of the remaining Aboriginal Malays by living in more settled communities, and even own rubber, orchards and coffee plantations. In addition there are the fisher folk who do not cultivate anything but spend most of their time fishing, sometimes living for weeks on end in their boats. These are the scattered groups of Johore who have the generic name of *Orang Laut*, but in certain parts have specific names such as *Desin Dollaq* or *Orang Seletar*, and the *Mah Meri* (Besis) of the Selangor Coast. Probably the only characteristic of the Aboriginal Malays is their chieftainship system which is elaborate and includes several ranks and functionaries, each with definite responsibilities in maintaining the well-being of the community. It is possible, however, that even this characteristic, although certainly now common to all groups, may well have been adopted originally by certain of the communities from their neighbours.

#### THE INDIAN PERIOD

About the first century, A.D., Indian traders from the Coromandel coast began to arrive in the Peninsula and in other parts of the Archipelago in great numbers. They came to barter their fabrics, their iron implements, their beads and the like for the produce of the jungle: its gums, camphor, wood and gold-dust. Ptolemy's account of the "Golden Chersonese" is clearly descriptive of the Peninsula about this period.

In time many of these Indians, accompanied by their skilled craftsmen, such as architects, cloth weavers and workers in metal, settled here and in numerous other places in the Archipelago, inter-married with the aborigines and built towns. In our part of the Peninsula their chief Settlement was on the river Merbok in Kedah, and was a component part of that vague entity known to Malay records as Langkasuka. Langkasuka's boundaries varied from time to time, but



may generally be said to have comprised the northern Malay and southern Siamese States as we know them to-day. The various Indian settlements led the virtually autonomous existence of city-states but, as time went on, they all came under the domination of Sri Vijaya, an Indo-Malay Kingdom, which had its capital, at one period, in Palembang. Later Sri Vijaya shifted its capital, it is thought, to Langkasuka.

The Indians wielded an important influence among the tribes with whom they had contact in the neighbourhood of the towns and the ports. They introduced Indian customs, including the system of rule by rajas in place of, or side by side with, the old simple Proto-Malay patriarchal or matriarchal tribal organisation. They disseminated Buddhism both of the southern school (Hinayana) and the northern school (Mahayana). Animism was, however, the basic cult of the Malays until it was replaced by Islam. The Indians brought a large number of Sanskrit words into the Malay language, introduced Indian alphabets for writing that language, and in time familiarised the Malays with the great Indian epics to which Malay literature and drama of the Shadow Play variety came to owe so much.

Indian economic and cultural dominance lasted here from the early Christian era up to about the 15th century when the arrival of Islam first weakened and then destroyed it. The process of destruction was accelerated by the advent in 1511 of the Portugese who came to control the Malayan trade which up to that time had been largely Indian.

#### THE KINGDOM OF MALACCA

It is conjectured that it was from the Kingdom of Sri Vijaya that the State of Tumasik (later to be known as Singapore) was founded about the 13th century. The latter, in turn, gave rise to the Malay Kingdom of Malacca. Tumasik, after beating off an attack by the Siamese about 1348, fell to the forces of Majapahit about 1376 and disappeared from history for four hundred years. The dispossessed ruler of Tumasik, Parameswara, fled to Malacca (then a little fishing village) which in the course of the following century grew to be of such great importance. The infant Malay State which he founded there was beset by enemies, chief among whom were the Siamese who claimed allegiance from its rulers. The latter, however, appealed for protection to the Emperor of China who raised the title of the Malay ruler to that of King of Malacca in 1405, freed him from any dependence on the Siamese, and warned that people to refrain from attacking Malacca. Later in the century the Siamese renewed their attacks, but by then the Malays had grown powerful enough to defeat them without outside assistance, and even to conquer the Siamese vassal State of Pahang about 1458.

The new Kingdom of Malacca grew apace in the 15th century. Its port was thronged by traders from many nations and small settlements of Javanese, Chinese and others, were established there. By the end of the century it had extended its sway over the Malay Peninsula as far north as Patani and over some of the coastal regions of West Sumatra. During that century, too, began the conversion of the Peninsula Malays to Islam.

The first centre of Islamic missionary effort in the Malay Archipelago was Northern Sumatra. Thither Indian, Persian and Arab Muslim missionaries flocked from the 14th to the 17th centuries. From Northern Sumatra Islam spread to Malacca which, by the end of the 15th century, had become the centre of the new religion in the Archipelago.

This process of Islamisation was gradual; it started in real earnest in the Peninsula in the 15th century and was not completed till about the 17th century, when Iskandar Muda, Sultan of Acheh, compelled acceptance of Islam at the point of the sword. Its progress appears to have been stimulated by the violent opposition of the Portugese. Its effect among the Malays was enormous; India lost its pre-eminence among them as a sort of mother-country; Indian ties were loosened and finally broken, Indian culture was no longer sought after; the Arabs and their religion and culture were taken as a pattern; the Indian pantheon was replaced by the Muslim belief in One God. Buddhism and Hindu rites yielded to Islam; Indian temples and religious symbols were destroyed; Indian names of places were in some cases altered; the local rulers who used to be known by the Indian titles of Maharaja or Parameswara were thenceforth called by the Arabic title of Sultan; the Arabic alphabet was adopted in place of Indian scripts; the flow of Sanskrit words into the Malay language ceased and that source was replaced by Arabic. The Malay versions of the Indian epics, the Mahabharata and the Ramayana, were put in the background and replaced by writings with a Muslim bias. Malay versions of Hindu romances were often altered to give them a Muslim colouring. Indian aestheticism gave way to Muslim rigidity; and the convivial habits of the Malays were replaced by the strict teetotalism prescribed by Islam.

The Malay Kingdom of Malacca came to an end in 1511 when, after fierce fighting, the town was captured by a Portugese fleet under Alfonso d'Albuquerque. The Malay ruler, Sultan Mahmud, fled to Johore where, in the course of time, he set up a new kingdom based on Johore, Pahang and the Riau Archipelago which became known as Riau-Johore.

The Portugese held Malacca from 1511 until 1641 when they were dispossessed by the Dutch. They were crusaders rather than traders,



and their compulsory conversions to Christianity made them detested by the Muslim Malays. In view of the scanty reinforcements which they received from Europe they encouraged their soldiers to inter-marry with the local women and enlisted the sons born of these unions in their armed forces. Lack of assistance from their home country was mainly responsible for the Portugese defeat by the Dutch in 1641.

The Dutch conquerors of Malacca held their new possessions till 1795. In striking contrast to their predecessors they concerned themselves almost entirely with trade. When they were replaced by the British they left behind in the town of Malacca a few interesting specimens of Dutch Colonial architecture which are still in use.

In 1795, during the Napoleonic wars, England took peaceable possession of Malacca, returned it to the Dutch in 1814 in accordance with the Convention of London, and finally regained possession of it by virtue of the Anglo-Dutch Treaty of Holland of 1824 which recognised the Malay Peninsula as being within the British sphere of influence.

#### THE KINGDOM OF RIAU-JOHORE

Mention has already been made of the Kingdom of Riau-Johore which was founded by the fugitive Sultan of Malacca and which included Johore, Pahang, Trengganu, the Riau Archipelago and the Karimon Islands, and indeed loosely took in all those parts of Malaya over which the Portugese did not exert effective control, that is to say, almost the whole of Malaya, for the Portugese (and their successors the Dutch) could command only the coastal areas between Malacca and Batu Pahat in Johore. These European nations, however, held command of the sea; an all-important factor which debarred their Malay enemies from legitimate trade and drove them all the more readily to piracy.

The Riau-Johore Kingdom, with its capital at Kota Tinggi, Johore, from the very outset had an uneasy existence. Its rulers were weak; deprived of trade, its funds were low: it was desolated by internecine conflicts, and it was not long before other enemies, this time non-European, appeared on the scene. Early in the 17th century a great and sinister figure made his appearance in the Archipelago: Iskandar Muda, Sultan of Aceh, in North Sumatra. His piratical hordes swept through Malaya massacring, pillaging and carrying away into captivity many thousands of Malays. Malacca was the only place that he failed to capture, but no other territory as far north as Patani was immune from his depredations. He completed the conversion of the Peninsular Malays to Islam by compelling conversion at the point of the sword.

This invasion further weakened the already weak position of the Riau-Johore Kingdom. The year 1699 was signalized by the murder of the Sultan, known posthumously as "*Marhum mangkat di-julang,*"

the last and the most degenerate of the direct line of the old Malacca Kings. The extinction of the old royal stock of Malacca in Johore, coupled with the periodical invasions of the Bugis which began to occur about this time, and to which reference is made below, commenced the disintegration of the Riau-Johore Kingdom which the Anglo-Dutch Treaty of 1824, by splitting up the Kingdom into English and Dutch spheres of influence, completed.

The successors of the murdered Sultan lost most of their power, and retired to Riau, leaving their Bendahara behind in Pahang, their Temenggong in Johore, and another high official in Trengganu. These chiefs, nominally the Ministers of the Sultan, eventually became the rulers in their respective States and the present royal families of Pahang, Johore and Trengganu are descended from them.

The Bugis from the Celebes began to swarm into the Malay Peninsula about the beginning of the 18th century. They were a bold, piratical people and established a great name for themselves as fighters. They were led by warriors with the names of Daing and Suliwatang and they often wore armour consisting of coats of chain-mail. The Bugis overran Johore and Selangor, made themselves felt in Perak, Pahang and Trengganu, and in the course of the century they invaded Kedah on several occasions. When they conquered a territory and settled there their chiefs invariably took wives from the local notables. The ancestors, on the male side, of the present royal families of Johore and Selangor are descended from the offspring of such unions. It is probable that, but for the presence of European nations in the Archipelago, the Bugis would have carved out for themselves quite a considerable kingdom in Malaya.

In 1773, the country now comprising Negri Sembilan, inhabited by a people of Minangkabau origin who had extensively inter-married with the local Proto-Malays and who followed a matriarchal system of society, seceded from the crumbling Riau-Johore Kingdom to form a confederation of little States under a Minangkabau Prince from Sumatra.

#### RELATIONS BETWEEN SIAM AND THE NORTHERN MALAY STATES— FOUNDATION OF PENANG

Although Siamese aggression in the southern part of the Malay Peninsula had been effectively checked by Malacca in the 15th century the destruction of that Kingdom in 1511 by the Portugese (who cultivated Siamese friendship) had the effect of reviving Thai pretensions to the Northern Malay States: Kedah, Kelantan and Trengganu. The Siamese suzerainty over these States was vague, fitfully exercised and often resisted. The practice, however, grew up for these States to



send periodically to Siam a ceremonial present of "Golden Flowers" (*bunga emas*). This offering was claimed by Siam to be a mark of submission but by the Malays to be merely a sign of respect and friendship. The Siamese suzerainty, when exercised, was resented by the Malays, and, in the case of Kedah, the issue became acute when Francis Light, in 1786 on behalf of the East India Company, took possession of the Island of Penang which hitherto had formed part of Kedah. Light had been negotiating with the Sultan for the cession of Penang. Chief among the terms demanded by the Sultan were a guarantee of military assistance in the event of attack upon Kedah by land (that is to say, by Siam, Selangor under the Bugis, or Burma) and the annual payment of a sum of \$30,000. Although Light forwarded these terms to India for acceptance and proceeded to take possession of the Island the Company vacillated upon the terms while declining to give up possession.

In 1791 the Sultan was defeated in an attempt to retake the Island by force. By a treaty made in 1800 between him and the Company the cession of Penang, to which Province Wellesley was now added, was confirmed, and the Company agreed to pay the Kedah ruler \$10,000 a year while they remained in possession of these places. The treaty was silent as to military assistance. Throughout the negotiations for the cession of Penang the Kedah ruler had omitted to consult Siam. The Siamese were furious at this ignoring of their suzerainty but they bided their time.

In 1821 came their opportunity for vengeance. A Siamese force under the Raja of Ligor invaded and conquered Kedah. No quarter was given to the inhabitants and many thousands were massacred, Kedah losing thereby, it was claimed, more than half its population. The Sultan was driven into exile and the Siamese assumed direct control of the country, a state of affairs which continued until 1842 when the Siamese officials were recalled and the ex-Sultan was reinstated, though Perlis, which hitherto formed part of Kedah, was placed under a separate Raja. Kedah, however, together with Kelantan and Trengganu, remained under the suzerainty of Siam until 1909 when the Siamese, by the Treaty of Bangkok, transferred all their rights over these States and over Perlis to Great Britain.

Penang, the cession of which to the East India Company had been the source of such trouble for Kedah had, in many respects, a promising start. Acquired primarily as a naval base, it had an assured food supply from the agricultural region of Province Wellesley; it was a free-trade port; it allowed the occupation by settlers of such land as they could clear with a promise of title; its status was raised in 1805 to that of a Presidency like Bengal, Madras and Bombay, and it was subject only to

the control of the Governor-General of India. All these factors attracted to the Island a large and varied population and the stage seemed set for the development of Penang into a really important city. But the deaf ear turned by India to Francis Light's appeals for administrative assistance resulting in the necessary alienation of lands without prescribing rent or conditions of cultivation, and the omission to reserve land for public purposes, his dependence upon opium, arrack and gambling farms for revenue, and his dependence upon India for decisions greatly impeded the progress of Penang. The Indian habit of permitting officials to engage in local trade was another factor which militated against Penang's progress. But above all Penang as an important city was doomed by its inferiority as a sea-port to Singapore which, through the foresight of Thomas Stamford Raffles, was founded as the great natural trade entrepôt in the Malay Archipelago.

#### SINGAPORE

Thomas Stamford Raffles, a young official in the employment of the East India Company at Penang, was the founder of Singapore. In 1808 he attracted the notice of Lord Minto, Governor-General of India, by his eloquent plea against the proposed abandonment of the ancient town of Malacca—a proposal put forward by the Directors of the East India Company on the ground that Malacca would soon have to be returned to their Dutch rivals.

Later, Lord Hastings, successor to Lord Minto, authorised Raffles to seek a trading-station south of Malacca on the route of English ships to the Far East, on a site not already occupied by the Dutch, the great rivals of the East India Company in their unceasing quest for profitable trade centres. Raffles decided upon the Island of Singapore, at that time included in the territories still nominally held by the rulers of the Kingdom of Riau-Johore. A difficulty in negotiating arrangements with the ruler was that the then nominal Sultan of that Kingdom, Abdurrahman, an appointee of the Dutch and the Bugis, was not the eldest but the second son of the preceding ruler. The eldest son Husain had been ignored. Raffles solved the difficulty by entering into negotiations with Husain, and with the Temenggong of Johore, nominally the minister in Johore of the Riau-Johore Kingdom, but virtually the ruler of all Johore except the Muar district; and in 1819, the Temenggong and Husain, now recognised by Raffles as Sultan, signed an agreement allowing the British to choose land for factories in return for annual allowances of \$5,000 to the Sultan and \$3,000 to the Temenggong. In 1824 a final agreement was concluded ceding Singapore in perpetuity to the British.

Raffles' policy of free trade for Singapore, his encouragement of settlers, and above all the natural advantage of Singapore as a port



serving the whole of the Archipelago, led to the phenomenal development of the new town.

People of many races, above all the Chinese, thronged to Singapore as, in a lesser degree, they were thronging to Penang. The descendants of these Chinese were to become the pioneers of the Chinese immigration into the Malay States which began on a large scale in the latter half of the 19th century.

Raffles was a scholar of Malay with an intensely sympathetic interest in the local peoples of all races especially the Malays. He worked upon a scheme for a complete federation embracing the States of the Peninsula and of the Archipelago including Mindanao in the Philippines. He protested against the reintroduction of the slave trade and against slavery. He planned a Malay College for Singapore.

#### ESTABLISHMENT OF BRITISH PROTECTION IN THE MALAY STATES

Raffles strongly favoured British expansion not only in Malaya but elsewhere in the Archipelago. With his disappearance from the scene the ideal of a forward policy in this part of the world became dormant until it was awakened, in the last quarter of the century, by the rivalries of the great European powers and by the demands of British and Chinese capital seeking fresh fields for expansion coupled with the discovery of the rich mining resources of the Malay hinterland. The *laissez faire* policy of the successive British Governments and the unenterprising attitude of the East India Company (which governed the Straits till 1858), particularly sensitive to any venture savouring of expense, left the Malay States almost completely untouched although some of these States had asked for British protection.

In the seventies of the century, however, the British Government came to realize that a more progressive and realistic policy was necessary in its dealings with the Malay States. The administration of affairs in the Straits was now under the control of the Colonial Office to which it had been transferred from the India Office in 1867, and the new system enabled London to pay more attention to the Malay Peninsula.

The reasons which prompted the British Government to play a more positive part in the affairs of the native States were as follows:

FIRST—This was the period of annexation of many of the backward territories in the world by the great European nations. If Britain did not take immediate action to dominate the Malay territories there was a grave danger that another European power would step in and do so. In this connection the granting by the Rajas of huge concessions of land wholesale to Europeans and others, a practice that became prevalent at this period, constituted a grave danger to the British position in the

Malay Peninsula as there was always a possibility that these concessions would fall into the hands of the subjects of another European nation which would thus be provided with a pretext for interference in the Malay States. This danger was very real (and came chiefly from France, Germany and Russia).

SECOND—There was the danger from Siam. In 1873, the year before the signing of the Pangkor Treaty, she had almost succeeded in inducing Perak to come over to her as a tributary State; she already had vague rights over the States of Kedah, Kelantan and Trengganu. But it was not so much Siam that was feared: the fact was that the very existence of Siam herself as an independent nation was imperilled by France. If Siam fell into the hands of the French then her Malay subject territories would automatically go to France too, and the stage would have been set for an Anglo-French war.

The THIRD reason which determined British intervention was that the position of the Western Malay States had deteriorated; disputed succession to a Sultanate and quarrels (in which the Chinese took a prominent part) as to the ownership of lands rich in tin led to civil wars and to widespread disorders.

The FOURTH reason was the impulse of British capital (either European or owned by Malayan Chinese) attracted by the mineral wealth of the interior as demonstrated by the rich tin fields in Larut and elsewhere.

So in 1873, Sir Andrew Clarke, the new Governor of the Straits, came out armed with authority from the home Government for more active intervention in Malaya. The first result of the new policy was the Treaty of Pangkor with Perak in 1874. In the same and the following decade of the century there followed agreements with Selangor, with Sungei Ujong and the other little States of Negri Sembilan, and with Pahang. In 1909, after long negotiations with Siam, that country transferred to Great Britain her rights in the Northern States, and in the same year agreements were concluded with Kedah, Kelantan and Perlis, and in 1919 with Trengganu. Relations with Johore were regulated by a treaty made in 1914.

These treaties, either in their original form, or in the form in which some of them were later modified, were in their main features substantially similar. The provisions common to all these agreements were as follows:

- (1) The Malay States agreed to accept British protection and to have no dealings with foreign powers except through Great Britain.



- (2) Great Britain guaranteed the States protection against attack by foreign powers.
- (3) The agreement provided for the appointment to the State of a British Officer whose advice must be taken and followed except in matters concerning Malay religion and Malay custom.

Some of the treaties contained no express mention of custom, but the undertaking not to interfere with custom was accepted as being implicit in all the agreements with the Malays, whether it was set forth in the actual words of the treaty or not.

Although the title of the British Officer appointed in pursuance of the treaties varied—in Perak, Selangor, Negri Sembilan and Pahang he was called Resident, in the other States, Adviser—it was never intended that there should be any difference in their functions; they were all meant to be advisers. But from the very start in Perak, Selangor, Negri Sembilan and Pahang the Residents not only advised on policy, they were placed in such a position that they had to see that any policy decided upon was put into operation; they became in fact not alone advisers but the chief executive officers of the State. In the other States, on the other hand, the Advisers had almost always confined themselves to the giving of advice; the translation of that advice into action in internal affairs was a matter for the Malay administration.

The early Residents were faced with great difficulties: the Colony Government was not generous, and money had to be found to finance the new regime and put it on its feet, to compensate the Sultan and Chiefs for the withdrawal of their customary privileges of taxation, to construct roads, buildings and other public works and the like. It was decided to raise part of the revenue required by imposing rents on land as land. The Malays were accustomed to taxation only on the produce of land and this innovation (which was ultimately welcomed by the Malays) often caused considerable unrest at first. Then the Chiefs regarded as completely inadequate the allowances which they were given in lieu of their former perquisites. In some instances the valid claims of Chiefs, owing to the absence of accurate information at the Resident's disposal, were rejected. The Resident was given insufficient funds to set the administration at once on a sound basis, and yet he was expected, almost immediately the treaty was signed, to produce sensational results. Consequently, in some matters in which it would have been wise to have proceeded with caution, the Resident was compelled to act somewhat precipitately. One of the most delicate questions was the problem of slavery. The method ultimately evolved was to prohibit the creation of new slaves, and to provide that existing slaves could purchase their redemption for a small fixed sum. Another

source of trouble was the direct use in some States, without reference to the Ruler or to the territorial Chiefs, of the Malay Forced Labour law (*kerah*) for the carrying out of public works.

Apart from the personal factors involved, it was the cumulative effect of all these matters: the introduction of land-taxation in a form not understood by the Malays, the abolition of slavery, and the withdrawal of the revenue-collecting powers of the Rajas and Chiefs, that led to the Perak rising of 1874 and the Pahang rising of 1891-1892.

In time, however, the ability, patience and conciliatory attitude of the Residents led to a satisfactory adjustment of these difficulties. Chief among these early Residents were Sir Hugh Low, British Resident of Perak from 1875 to 1888, and Sir Frank Swettenham. Low's official diaries make interesting reading and show how Perak, from small beginnings, was built up stage by stage to the important State that it eventually became. Low was one of the outstanding men of the century in Malaya, a fitting second in his own sphere to Raffles. Not only did he leave Perak prosperous and well governed but Sultan Idris and he were largely responsible for the atmosphere of goodwill which existed between the Malays and other communities.

In 1895, Perak, Selangor, Negri Sembilan and Pahang were constituted into a Federation at the head of which was placed a Resident-General to whom the Residents were subordinated. This inaugurated the system of centralized Government in the Federated Malay States which lasted in varying forms till 1932. The Resident-General was the chief executive officer of the Federation. In 1909 was created a Federal Council on which the Rulers of the four States had seats. The Council took over practically all the legislative functions of the State Councils. The title of Resident-General was replaced by that of Chief Secretary with somewhat diminished powers, and the authority of the Residents was partially restored. In 1927 the Malay Rulers withdrew from the Federal Council and were replaced by four Unofficial Malay Members.

In 1932 came devolution or decentralisation whereby legislative powers were to some extent restored to the States, the authority of the Rulers and the Residents reinforced, and the post of Chief Secretary replaced by that of Federal Secretary with greatly diminished powers.

The cultivation of huge areas of land with para rubber, a product first planted in Malaya towards the end of the 19th Century, together with the development of new rich tin-producing areas and improved methods for tin-extraction in existing areas—enterprises in which Chinese and Indian labour under European and Chinese capital, and Malay small agriculturists played such a great part—opened up an era of phenomenal prosperity for Malaya in the current century. This



prosperity was reflected in the opening up of communications on a large scale, in the growth of towns, the construction of public buildings, the development of irrigation areas for rice cultivation, the expansion of social services and in progress in many other respects.

This progress was brought to an abrupt halt when the Japanese invaded Malaya on the 8th December, 1941. During the enemy occupation for  $3\frac{1}{2}$  years, the great majority of Government servants were either interned or suffered the rigours of occupation.

On the eve of the campaign for the liberation of Malaya the Japanese government surrendered unconditionally. In September, 1945, a military administration was established under the command of the Supreme Allied Commander, South East Asia, and this administration remained unchanged until the establishment of the transitional Civil Government of the Malayan Union on the 1st April, 1946.

The Malayan Union comprised the British Settlements of Penang and Malacca and the former Federated and Unfederated Malay States. The administration of the Malayan Union continued throughout 1946 and 1947 under the arrangements set up under the Malayan Union Order in Council, 1946. The Federal Executive power was vested in the Governor who administered the territory and legislated in consultation with an Advisory Council, the members of which were nominated by himself.

The Federation of Malaya which succeeded the Malayan Union came into being on the 1st February, 1948, on the conclusion of the Federation of Malaya Agreement, 1948, between His Majesty the King and Their Highnesses the Rulers of the Malay States. A short summary of the Constitution of the Federation of Malaya is given in the next Chapter.

## Chapter III

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### ADMINISTRATION

#### CONSTITUTION OF THE FEDERATION OF MALAYA

The Constitution of the Federation of Malaya came into existence on the 1st February, 1948, as a result of:

- (a) the Federation of Malaya Agreement, 1948, between His late Majesty and Their Highnesses the Rulers of the Malay States of Johore, Pahang, Negri Sembilan, Selangor, Perak, Kedah, Perlis, Kelantan and Trengganu; and
- (b) the State Agreements between His late Majesty and Their Highnesses the Rulers of the Malay States; and
- (c) the Federation of Malaya Order in Council, 1948.

#### *The State Agreements*

The State Agreements made between His late Majesty and the Malay Rulers provide that, subject to the provisions of the State and Federation Agreements, the Rulers shall enjoy the prerogative, power and jurisdiction which they enjoyed prior to the Japanese occupation. Her Majesty has complete control of the defence and of the external affairs of the Federation.

Each Malay Ruler undertakes to govern his State subject to the provisions of a written constitution, and the State Agreements also provide that the Ruler desires, and Her Majesty agrees, that it shall be a particular charge upon the Government of the State to provide for and encourage the education and training of the Malay inhabitants of the State so as to fit them to take a full share in the economic progress, social welfare and Government of the State and of the Federation.

#### *The Federation Agreement*

The Federation of Malaya Agreement establishes, under the protection of Great Britain, a Federation called the Federation of Malaya which consists of the nine Malay States and the Settlements of Penang and Malacca. Power is reserved to Her Majesty and to Their Highnesses the Rulers by mutual agreement from time to time to admit within the Federation any other territory.

Under the Federation Agreement, the Central Government of the Federation comprises a High Commissioner appointed by Her Majesty,



a Federal Executive Council to aid and advise the High Commissioner, and a Federal Legislative Council.

The Agreement records the desire of Her Majesty and Their Highnesses that progress should be made towards eventual self-government and, as a first step to that end, Her Majesty and Their Highnesses have agreed that as soon as circumstances permit legislation will be introduced for the election of members to the several legislatures. During the year, legislation was passed which makes provision for holding the first national elections in the country. Under this legislation, a newly constituted Federal Legislative Council will consist of a majority of elected members.

#### *The High Commissioner*

In exercise of his executive authority the High Commissioner has the following special responsibilities:

- (a) the protection of the rights of any Malay State or any Settlement and of the rights, powers and dignity of Their Highnesses the Rulers;
- (b) the prevention of any grave menace to the peace and tranquility of the Federation or any Malay State or Settlement comprised therein;
- (c) the safeguarding of the financial stability and credit of the Federal Government;
- (d) the safeguarding of the special position of the Malays, and of the legitimate interests of other communities.

#### *Federal Executive Authority*

The executive authority of the Federal Government extends to matters with respect to which the Federal Legislative Council has power to pass laws, as defined in the second schedule to the Federation of Malaya Agreement. In certain fields, notably Local Government, Agriculture, Forests and Education, laws made by the Federal Legislature confer full executive authority on the States and Settlements. In a number of other matters varying degrees of executive authority may be delegated to the State and Settlement Governments.

#### *Federal Executive Council*

The Federal Executive Council, presided over by the High Commissioner, consists of *ex-officio*, official and unofficial members. The number of *ex-officio* members decreased from 4 to 3 from 1st June, 1954, when the office of Deputy High Commissioner fell vacant as a result of the appointment of Sir Donald MacGillivray as High Commissioner in succession to General Sir Gerald Templer. The number of official members, most of whom are political and community leaders,

was increased from 10 to 11 on 1st February with the appointment of the Hon'ble Mr. V. M. N. Menon, formerly an unofficial member, to be Member for Posts and Telecommunications. The number of unofficial members was decreased from 3 to 2 as a result.

### *Federal Legislative Council*

The Council consists of a Speaker\*, 3 *ex-officio* members, 11 State and Settlement members, 11 official members, and 50 unofficial members. The State and Settlement members consist of the 9 Presidents of the Councils of State in the States and one representative of the Settlement Council in each Settlement selected from among themselves by the members of such Council. The 50 seats for the unofficial members are allotted as follows:

Labour	...	...	...	...	...	...	...	6
Planting (rubber and oil palms):								
(a) Public companies	...	...	...	...	...	...	...	3
(b) Proprietary estates and small holdings	...	...	...	...	...	...	...	3
Mining	...	...	...	...	...	...	...	4
Commerce	...	...	...	...	...	...	...	6
Agriculture and husbandry	...	...	...	...	...	...	...	8
Professional, educational and cultural	...	...	...	...	...	...	...	4
General State/Settlement Representatives	...	...	...	...	...	...	...	11
Representing the Eurasian community	...	...	...	...	...	...	...	1
Representing the Ceylonese community	...	...	...	...	...	...	...	1
Representing the Indian community	...	...	...	...	...	...	...	1
Representing the Chinese community	...	...	...	...	...	...	...	2

The official languages of the Legislative Council are English and Malay.

Up to March, 1951, the day-to-day administration of the Federal Government was carried out by the Chief Secretary, the Attorney-General and the Financial Secretary. In that month, however, an important change was made by the introduction of a "Member" system under which various departments and subjects were grouped together and placed severally under the supervision of the *ex-officio* members, the Secretary for Defence and 9 of the 11 official members of the Legislative Council, the majority being political and community leaders. Thus a significant advance was made towards self-government—the assumption of ministerial responsibility by citizens of the Federation. A re-shuffle of ministerial responsibility took place on 1st February, 1954 which involved the transfer of a number of departments and subjects. The following table sets out the division of the work as it is to-day.

\*First appointed in August, 1953. Hitherto the High Commissioner had been president of the Legislative Council. The Speaker is the Hon'ble Dato Mahmud bin Mat (Dato Setia Wangsa of Pahang) C.M.G., O.B.E.



## DISTRIBUTION OF DEPARTMENTS AND SUBJECTS

As mentioned in the Report for 1953 a re-arrangement of Members' portfolio took place early in the year and from February the 3 portfolios of Agriculture and Forestry, Lands Mines and Communications, and Railways and Ports gave place to new portfolios of Natural Resources, Transport, and Posts and Telecommunications. The new distribution of departments and subjects in these portfolios is shown in the following sections.

## CHIEF SECRETARY

*Departments:* Government Printing Department; Registration of Societies; Public Service Appointments and Promotions Board; Federal Elections Office; Federation Establishment Office.

*Subjects:* Constitutional Matters; Legislative Council; Civil Service (Conditions of Service); Foreign Relations; Foreign Visitors; Papers for the Conference of Rulers; Office Accommodation in Kuala Lumpur; Accommodation for Government Officers in Kuala Lumpur; Commissions of Enquiry; Federation Annual Report; Malaya House and Malaya Hall; Social Science Research.

## ATTORNEY-GENERAL

*Departments:* Department of the Public Trustee and the Official Assignee; Registration of Patents and Trade Marks; Custodian of Enemy Property.

*Subjects:* Legal Affairs; Legislation and legal advice to Government; Trust Funds; Banishments; Fugitive Offenders; Restricted Residence; Inventions; Registration of Companies.

## FINANCIAL SECRETARY

*Departments:* Customs and Excise; Income Tax; Post Office Savings Bank; Estate and Stamp Duties; Organisation and Methods; War Damage Commission.

*Subjects:* Finance and Public Accounts; Treasury; Currency; Taxation Policy; Banking; Government Loans including Premium Bonds and Savings Certificates; Loans Board; Foreign Exchange Control; Remission of Revenue, Stamp Duties, etc.; Purchasing, Insurance and Disposal of Government Stores; Tender Boards; Employees' Provident Fund; Registration of Businesses.

## MEMBER FOR HOME AFFAIRS

*Departments:* Information Services; Rural and Industrial Development Authority; Broadcasting; Immigration; Aborigines; Registration of Citizens; Co-operative Development (except Wholesale and Consumer Co-operatives); Pilgrim Affairs.

*Subjects:* Nationality and Citizenship; National Registration; Registration of Births, Deaths, Marriages and Adoptions; Community Development; Civics Courses; Census; Film Unit; Cinematographic Films; Cinemas and Theatres; Inns and Inn-keepers, Lodging Houses; Auctioneers, Auction Sales, Appraisers, Pawnbrokers, Second-hand Dealers, Money Lenders and Money Lending; Printing Presses and Publications; Public Holidays; Holiday Bungalows and Government Rest Houses; Tourism.

MEMBER FOR ECONOMIC AFFAIRS

*Departments:* Supplies; Statistics.

*Subjects:* Trade, Commerce and Industry (including Commodity Conferences, Study Groups and allied matters); Economic Planning (Colombo Plan, Development Planning, E.C.A., E.C.A.F.E., F.A.O., Point Four and C.D.&W.); Customs and Tariff Policy; Imports and Exports; Insurance; I.T.O. and G.A.T.T.; Food and Price Control; Fuel and Power; Petroleum and Dangerous Liquids; Reparations; Co-operative Development (Wholesale and Consumer Co-operatives only.)

SECRETARY FOR DEFENCE

*Departments:* Police, Federation Military Forces; Prisons; Civil Defence; Emergency Detention and Rehabilitation Camps; Home Guard; Malayan Royal Naval Volunteer Reserve; Federation of Malaya Volunteer Force; Malayan Auxiliary Air Force.

*Subjects:* Defence and Internal Security; Arms, Firearms and Ammunition; Military College; Medals and Awards (other than Civil); Henry Gurney Schools.

MEMBER FOR HEALTH

*Departments:* Medical and Health Services; Chemistry.

*Subjects:* W.H.O.; U.N.I.C.E.F.

MEMBER FOR EDUCATION

*Departments:* Education; Museums, Archives and Libraries.

*Subjects:* Cultural Institutions; Ethnology, Anthropology and Archaeology; University of Malaya; Protection of Historical Monuments; Exhibitions; U.N.E.S.C.O.; Regional Publications Bureau; Cadet Corps; British Council.

MEMBER FOR LOCAL GOVERNMENT, HOUSING AND TOWN PLANNING

*Department:* Town Planning.

*Subjects:* Local Government; Conduct and Supervision of Local Elections; Fire Services; Housing for public (not including Government quarters); Weights and Measures.



## MEMBER FOR WORKS

*Departments:* Public Works including Roads, Buildings and Water Supplies.

*Subject:* Housing (Government quarters only).\*

## MEMBER FOR TRANSPORT

*Departments:* Railways; Road Transport; Civil Aviation; Marine; Meteorological Surveys; Marine Surveys.

*Subjects:* Merchant Shipping; Ports; Light and Navigational Aids; River Transport; Road Safety.

## MEMBER FOR NATURAL RESOURCES

*Departments:* Agriculture; Survey; Drainage and Irrigation; Mines; Forestry; Veterinary; Geological Surveys; Fisheries; Lands; Game.

*Subjects:* Resettlement of Special Constables; Federal Government Property; Land Advisory Committee; Malayan Agri-Horticultural Association; National Parks; Commercial and Industrial Explosives.

## MEMBER FOR INDUSTRIAL AND SOCIAL RELATIONS

*Departments:* Labour; Trade Unions; Social Welfare; Machinery Department.

*Subjects:* Industrial and Social Relations; Manpower; Refugees and Displaced Persons; Social Welfare Lotteries; Co-ordinating Committee; Missionary and Voluntary Organisations; Red Cross and St. John's Ambulance; Charities and Charitable Institutions; Youth Movements; Factories; Dangerous and Obnoxious Trades.

## MEMBER FOR POSTS AND TELECOMMUNICATIONS

*Departments:* Posts; Telecommunications.

The portfolios during 1954 were held as follows:

Chief Secretary	...	...	The Hon'ble Mr. D. Gray ( <i>acting</i> ) <i>1st January to 12th July</i>
			The Hon'ble Mr. D. C. Watherston, C.M.G., <i>13th July to 31st December</i>
Attorney-General and Legal Secretary			The Hon'ble Mr. M. J. P. Hogan, C.M.G., Q.C.
Financial Secretary	...		The Hon'ble Mr. E. Himsworth, C.M.G.
Home Affairs	...	...	The Hon'ble Dato Sir Onn bin Ja'afar, D.K., D.P.M.J., K.B.E.

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\* Subject to the control of the Chief Secretary where conditions of service are involved.

Economic Affairs	...	...	...	The Hon'ble Mr. O. A. Spencer, <i>1st January to 15th May</i> The Hon'ble Mr. A. J. D. C. Loch, <i>16th May to 31st December</i>
Defence	...	...	...	The Hon'ble Mr. A. H. P. Humphrey, O.B.E., <i>1st January to 4th April and</i> <i>18th October to 31st December</i> The Hon'ble Mr. N. Ward, <i>5th April to</i> <i>16th October</i>
Health	...	...	...	The Hon'ble Dr. Lee Tiang Keng, C.B.E., J.P.
Education	...	...	...	The Hon'ble Dato E. E. C. Thuraisingham, D.P.M.J., C.B.E., J.P., <i>1st</i> <i>January to 22nd October</i> The Hon'ble Mr. L. D. Whitfield, C.B.E., <i>23rd October to 31st December</i>
Local Government, Housing and Town Planning				The Hon'ble Dato Nik Ahmed Kamil bin Haji Nik Mahmud, D.K., S.P.M.K., P.Y.G.P., C.B.E., Dato Seri Setia Raja
Works	...	...	...	The Hon'ble Mr. R. B. Carey
Transport	...	...	...	The Hon'ble Colonel H. S. Lee, C.B.E., J.P., <i>1st February to 15th June</i> The Hon'ble Mr. C. G. Harrison, <i>16th June to 31st July</i> The Hon'ble Colonel H. S. Lee, C.B.E., J.P., <i>1st August to 31st December</i>
Natural Resources	...	...	...	The Hon'ble Dr. Ismail bin Datoh Abdul Rahman, <i>1st February to</i> <i>15th June</i> The Hon'ble Inche Mustapha Albakri bin Haji Hassan, J.K.P., O.B.E.,* <i>16th June to 31st July</i> The Hon'ble Dr. Ismail bin Datoh Abdul Rahman, <i>1st August to 31st</i> <i>December</i>
Industrial and Social Relations				The Hon'ble Mr. F. V. Duckworth, C.M.G., <i>1st January to 31st January</i> The Hon'ble Inche Mustapha Albakri bin Haji Hassan, J.K.P., O.B.E.,* <i>1st February to 31st December</i>

\* Now C.B.E.



Posts and Telecommuni- The Hon'ble Mr. V. M. N. Menon,  
cations C.B.E., *1st February to 31st December*

The departments and subjects in the following portfolios were redistributed on the 1st February to other portfolios, as mentioned earlier:

Agriculture and Forestry ... The Hon'ble Tunku Ya'acob ibni  
Al-marhum Sultan Abdul Hamid  
Halim Shah, C.M.G., *1st January to  
31st January*

Lands, Mines and Com- The Hon'ble Dr. Ismail bin Datoh  
munications Abdul Rahman, *1st January to 31st  
January*

Railways and Ports ... The Hon'ble Colonel H. S. Lee, C.B.E.,  
J.P., *1st January to 31st January*

#### *Powers of Legislative Council*

The powers of the Legislative Council to make laws for the Federation extend to the matters set out in the Second Schedule to the Federation Agreement and Bills passed by the Council require the assent of the High Commissioner and of the Rulers expressed by a Standing Committee consisting of two Rulers. If the High Commissioner considers that it is expedient in the interests of public order, public faith or good Government that any Bill introduced, or any motion proposed for discussion in the Legislative Council should have effect, and if the Council fails to pass the Bill or motion within such time and in such form as the High Commissioner may think reasonable and expedient, the High Commissioner has "reserved power" to give effect to the Bill or motion as if it had been passed by the Council.

#### *The Rulers and the Conference of Rulers*

There is established under the Federation Agreement a Conference of Rulers consisting of all the Rulers of the Malay States. The Conference meets whenever necessary under the chairmanship of any one of the Rulers as may be selected at the Conference and meets the High Commissioner at least three times a year.

Except in cases of urgency the High Commissioner is required to send to each of the Rulers an advance copy of every Bill which it is intended to bring before the Legislative Council. Every new draft salary scheme for Federal Public Officers and every draft scheme for the creation or major reorganisation of a department of the Federal Government is also sent to Their Highnesses and may be discussed in the Conference of Rulers if desired.

It is the duty of the High Commissioner to explain to the Rulers the policy of the Federal Government on matters of importance to the Malay States and to ascertain the views of the Rulers. It is also the particular duty of the High Commissioner to consult the Conference of Rulers from time to time upon the immigration policy of the Government and in particular when any major change in such policy is contemplated by the Federal Government.

### *The Malay States*

There is in each Malay State a State Executive Council and a Council of State. The State Agreement provides for the promulgation of a written Constitution for each State in conformity with the relevant parts of the Federation Agreement.

### *Executive Authority in the States*

Executive Authority in each State is exercised by the Ruler either directly or through State officers in his name. The Chief Executive Officer in the State is the Mentri Besar. State Executive authority extends to all matters which are not included in the sphere of the Federal authority; and the Ruler in the exercise of his executive functions is aided and advised by the State Executive Council.

### *Council of State*

The Council of State may pass laws on any subject:

- (a) other than those in respect of which the Federal Legislative Council has power to pass laws;
- (b) in respect of which the Federal Legislative Council has, by law, authorised the Council of State to legislate.

A Bill passed by a Council of State requires the assent of the Ruler of the State. Any law passed by a Council of State is void in so far as it is repugnant to a law passed by the Federal Legislative Council. The Councils of State are empowered to legislate on matters relating to the Muslim religion and the custom of the Malays. In each State's sphere of responsibility each Ruler possesses a reserved power similar to that of the High Commissioner referred to above.

There is a British Adviser in each Malay State, whose duty it is to advise on all matters connected with the Government of the State other than matters relating to the Muslim religion and the custom of the Malays.

### *The Settlements of Penang and Malacca*

The Federation Agreement incorporates the Settlements of Penang and Malacca into the Federation and provides that their administration shall be in such manner as Her Majesty may from time to time prescribe by Order in Council. The Agreement provides for the constitution in



each of the two Settlements of a Settlement Council, with legislative powers similar to those exercised by the Councils of State in the Malay States. The chief executive officer is the Resident Commissioner.

There is a Nominated Council for each Settlement with functions parallel to those of the State Executive Councils in the Malay States.

### *Financial*

Schedules attached to the Federation Agreement define the source of revenue for the Federation Government on the one hand, and for the State and Settlement Governments on the other, and the Heads of Expenditure for which they are respectively responsible. The expenditure to which State and Settlement Governments are committed exceeds their own revenue; allocations are accordingly made by the Federation Government to State and Settlement Governments so that they may be able to balance their budgets. A committee was appointed at the end of the year to review the financial provisions of the Federation of Malaya Agreement and the system of making these financial allocations.

## THE ADMINISTRATIVE ORGANISATION OF GOVERNMENT

### *Federal Government*

The seat of the Federal Government is in Kuala Lumpur and it is here the High Commissioner resides and the Federal Legislative and Executive Councils meet. Kuala Lumpur is also the headquarters of the General Officer Commanding, Malaya, whose command covers the whole of the Federation, and of the majority of the Federal Departments of Government. During the Emergency the Headquarters of the Air Officer Commanding, Malaya, has been established here.

### *State and Settlement Governments*

The States and Settlements are divided into administrative districts in which the chief Government representative is usually the District Officer, a member of one of the Administrative Services who is responsible to the Mentri Besar or the Resident Commissioner for the general administration of the district. The smallest administrative units are the mukims into which each district is divided. These vary considerably in size in the various parts of the country and are in the charge of salaried headmen called Penghulu or Penggawa. The method of appointment of these Malay officials, upon whom the District Officer relies for keeping in touch with village affairs and with smallholders in rural areas, also varies in the several States and Settlements, but in practice they are the acknowledged representatives of the local community in which they live, as well as being officers of the administration.

In each State or Settlement there are both officers of State or Settlement Departments such as the Medical and Health and the Education Departments, who are responsible to the Mentri Besar or the Resident Commissioner, and departmental officers of Federal Departments as, for instance, the Telecommunications Department, and the Postal Department, who are responsible to their head of department in Kuala Lumpur, but work closely with the Mentri Besar or the Resident Commissioner and District Officers in any matters of concern to the State or Settlement Administrations.

Many administrative and departmental officers in the higher grades of the services are Asians and it is the policy of the Government to promote the training of locally domiciled personnel to fill senior appointments. Much has been achieved in this direction since the war; but, as the training of officers at Universities and Colleges, particularly for technical posts, takes several years, the effective increase of local recruitment will not become apparent for some time.

### *Municipalities*

Municipalities exist in Georgetown, Penang, in the Town and Fort of Malacca and in Kuala Lumpur, and are planned in other large towns. The Municipalities impose rates and administer such matters as town planning, street lighting, town cleansing, conservancy, fire services and the licensing of theatres, lodging houses and certain trades.

### *Local Government*

In the field of local government, a most important step forward was taken with the passing of the Town Boards (Amendment) Ordinance, 1954, which gives powers to State Governments to confer financial autonomy on Town Councils and Boards. Such autonomous bodies will frame their own budgets and retain annual surpluses.

Another piece of legislation passed was the Municipal Amendment Ordinance, 1954, designed to empower the Settlement Governments to establish a complete system of local government within the rural areas, which, while providing for local Administration on a democratic basis, would remain within the general scope of the Municipal Ordinance and would be fully integrated with the existing Rural Boards which are peculiar to the Settlements.

The number of elected local authorities continued to increase. Local Councils numbered 210 at the end of the year as against 135 at the end of 1953, with a further 92 proposed for 1955. The number of elected Town Councils increased from 9 to 22, two of these enjoying financial autonomy. Local government elections held from time to time have attracted a large number of the electorate to the polls, the percentage of voters being not infrequently above 80 per cent.





## Chapter IV

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### WEIGHTS AND MEASURES

The standard measures recognised by the laws of the Federation of Malaya are as follows:

- (a) Standard of Length, the Imperial yard.
- (b) Standard of Weight, the Imperial pound.
- (c) Standard of Capacity, the Imperial gallon.

Among the Asian commercial and trading classes, Chinese steel-yards (called “*liteng*” and “*daching*”) of various sizes are generally employed for weighing purposes.

The undermentioned are the principal local measures of weight and capacity used, with their relation to English standards:

The <i>chupak</i>	...	...	—	1 quart
The <i>gantang</i>	...	...	—	1 gallon
The <i>tahil</i>	...	...	—	$1\frac{1}{3}$ ozs.
The <i>kati</i> (16 <i>tahils</i> )	...	...	—	$1\frac{1}{3}$ lbs.
The <i>picul</i> (100 <i>katis</i> )	...	...	—	$133\frac{1}{3}$ lbs.
The <i>koyan</i> (40 <i>piculs</i> )	...	...	—	$5,333\frac{1}{3}$ lbs.

The more common local measures of length in use are:

2 <i>jenkals</i>	...	...	...	—	1 <i>hasta</i>
2 <i>hastas</i>	...	...	...	—	1 <i>ela</i>
2 <i>elas</i>	...	...	...	—	1 <i>depa</i> (1 fathom or 6 ft.)

Other weights in common use are:

10 <i>huns</i>	...	...	...	—	1 <i>chi</i>
10 <i>chi</i>	...	...	...	—	1 <i>tahil</i> ( $1\frac{1}{3}$ ozs.)
1 <i>bahara</i> (3 <i>piculs</i> )	...	...	...	—	400 lbs.
1 <i>kuncha</i>	...	...	...	—	160 <i>gantangs</i>
1 <i>nalih</i>	...	...	...	—	16 <i>gantangs</i>
1 <i>gantang</i> of <i>padi</i>	...	...	...	—	5 lbs. approximately
1 <i>gantang</i> of rice (milled)	...	...	...	—	8 lbs. approximately

Measures of area in use only in the States of Kedah and Perlis are:

1 <i>jemba</i>	...	...	...	—	64 square feet.
1 <i>relong</i>	...	...	...	—	484 <i>jembas</i> .
1 acre	...	...	...	—	1.40625 <i>relongs</i> .

Measures of area in use only in the State of Kelantan are:

1 square <i>depa</i>	...	...	...	—	43.56 square ft.
1 acre	...	...	...	—	1,000 square <i>depas</i> .





## Chapter V

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### READING LIST

#### GENERAL READING

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